

# **FFY2010 - FFY2012 CONSOLIDATED PLAN OF THE STATE OF GEORGIA**

**SONNY PERDUE, GOVERNOR**



**PREPARED BY  
GEORGIA DEPARTMENT OF COMMUNITY AFFAIRS**

**MIKE BEATTY, COMMISSIONER**



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# ***EXECUTIVE SUMMARY***



## ***STATE OF GEORGIA THREE YEAR CONSOLIDATED PLAN JULY 1, 2010 – JUNE 30, 2013***

SONNY PERDUE  
GOVERNOR

PREPARED BY:  
GEORGIA DEPARTMENT OF COMMUNITY AFFAIRS  
MIKE BEATTY, COMMISSIONER

***May 2010***

# Executive Summary

## OVERVIEW

In compliance with regulations from the U.S. Department of Housing and Urban Development (HUD), the Georgia Department of Community Affairs (DCA) coordinates the publication and submission of the Consolidated Plan, Annual Action Plan, and Consolidated Annual Performance and Evaluation Report. These reports provide information on the State's actions to achieve the goals and objectives of the HUD programs which must be reported on pursuant to 24 CFR 91.520 for the State of Georgia.



DCA serves as the lead agency in the state's implementation of the Consolidated Plan. The Consolidated Plan describes how state, local, private, and federal resources will be used to increase the supply of affordable housing and economic opportunities for low and moderate income Georgians. The four federal programs covered by the Consolidated Plan include the Community Development Block Grant (CDBG), HOME Investment Partnership (HOME), Emergency Shelter Grant (ESG), and Housing Opportunities for Persons with AIDS (HOPWA) programs. The document is divided into four sections: (1) an assessment of housing and homeless needs (2) an analysis of the state's housing market, (3) a strategic plan, and (4) a one-year action plan. The State must revise the entire Consolidated Plan no less frequently than once every five years, with the Action Plan section updated annually. Each program section reports on the following subjects, as required by 24 CFR 91.520(a):

- Description of the resources made available
- Investment of the available resources
- Geographic distribution and location of investments
- Families and persons assisted
- Actions taken to affirmatively further fair housing

The Consolidated Plan also updates the state's assessment of the housing needs of low and moderate income Georgians and provides strategic planning that outline priorities, objectives, and the investment of resources to meet these goals during FFY2010 – FFY2012. An action plan for use of FFY2010 consolidated formula funds is also included, which identifies priorities and objectives during SFY2011 (July 1, 2010 – June 30, 2011).

DCA was created in 1977 to serve as an advocate for local governments. On July 1, 1996, the Governor and General Assembly merged the Georgia Housing and Finance Authority (GHFA) with DCA. Today, the agency operates a host of state and federal grant programs; serves as the state's lead agency in housing finance and development; promulgates building codes to be adopted by local governments; provides comprehensive planning, technical and research assistance to local governments; and serves as the lead agency for the state's solid waste reduction efforts. DCA partners with communities to help create a climate of success for Georgia's families and businesses.

## **CITIZEN PARTICIPATION**

In a rapidly changing environment, it is essential for all citizens to voice their opinions to drive policies. The State of Georgia strongly encourages public participation in identifying their housing and community development needs. The Consolidated Plan provides an opportunity for citizens and other interested parties to help define priorities for addressing local and statewide needs and to tailor a strategic plan for meeting identified needs. Individuals from minority/ethnic groups, low income households, female headed households, and those with lower education levels often find participation difficult and are also traditionally underserved. While these groups form a growing portion of the population, particularly in urban areas, historically they have experienced barriers to participation in the public decision-making process and are therefore underrepresented. These barriers arise both from the nature of the system and from cultural, linguistic, and from economic differences. For some, the political process and the thought of becoming involved are either unpleasant or intimidating. Others have little or no faith that their actions will make a difference. Yet citizen participation and public input play important roles in establishing the content of this comprehensive plan, because ultimately the people who live in our communities have the greatest stake in its future and should help determine its future course. Each year, public hearings are typically held in different locations considered convenient to potential and actual beneficiaries to allow for a broader dissemination of program information and with accommodations for persons with disabilities. Atlanta is chosen each year in order to provide one location, which is centrally located and accessible. While preparing the state's updated Consolidated Plan, input on Georgia's housing and community development needs was received through three additional public hearings held in Jesup, Dahlonga and Fort Valley and through the completion by interested parties throughout the state of a housing needs survey. In an effort to achieve maximum participation at these hearings, announcements were published in the Albany Herald, Athens Banner-Herald, Atlanta Journal Constitution, Augusta Chronicle, Calhoun Times, Chattanooga Times Free Press, Columbus Ledger-Enquirer, Dahlonga Nugget, Dalton Daily Citizen News, Fort Valley

Leader Tribune, Jesup Press Sentinel, Macon Telegraph, Rome News Tribune, Waycross Journal, Savannah Morning News Press, Valdosta Daily Times, and Waynesboro Burke County True Citizen. Notices were also mailed to affordable housing developers who are recipients of Low Income Housing Tax Credits (LIHTCs), homeless housing and service providers, Community Service Boards, members of the Statewide Independent Living Council, elected officials and selected administrators of local jurisdictions within Georgia, Regional Commissions, the Housing Trust Fund for the Homeless Commissioners, the Board of Community Affairs, and other interested parties. A news release announcing the public hearings, public hearing presentation and comment period was sent to media statewide. In accordance with the state's Citizen Participation Plan, the draft Consolidated Plan was also made available for public review for a thirty-day period beginning January 11, 2009. All public and written comments received through the citizen participation process have been incorporated into the Consolidated Plan.

## **STATE PROFILE**

Georgia's population growth is among the most rapid in the nation. Over the past decade, the state's population has swelled and it is projected to grow by close to 1.2 million people over the coming decade. Between 1970 and 2000, the state's population nearly doubled. Between 1990 and 2000, Georgia was the sixth fastest growing state on a percentage basis, and the fourth fastest growing in numbers of residents. The 2000 U.S. Census data revealed that Georgia had 8.1 million residents – an increase of more than 1.7 million since 1990. Georgia's population increased 26% between this ten-year time span. A total of 151 of Georgia's 159 counties experienced population growth. That figure is greater than the 116 Georgia counties that had increases in population during the period of 1980 to 1990. About two-thirds of the population increase was attributed to net migration or an influx of new residents. Most of that growth was experienced in the Metro Atlanta area and in the North Georgia region. Several counties in Middle and South Georgia did not experience population growth during this period.

Census projections of Georgia's population in 2008 estimate that the state has grown by over 18% from 2000, to a total of 9,685,744 residents. In 2005, the Georgia Office of Planning and Budget projected that the state's population will grow 34% between 2000 and 2015 to 10,813,573. Twelve Atlanta counties are expected to grow by 75% or more with half of the state's population residing in these counties. Central to this increase since 2000 has been an increase of foreign-born residents. The Federation for American Immigration Reform estimates that Georgia's foreign-born population was about 929,285 residents in July 2008, or 9.6% of the total population. The change since the 2000 Census indicates an average annual rate of increase in the foreign-born population of about 48,220 people, which is more than one-fourth (26.7%) of the state's annual average population increase. Since 2000, the foreign-born population has increased by 61% compared to a 15% increase in the native-born population.



## **HOUSING AND HOMELESS NEEDS ASSESSMENT**

### **Housing Needs of Georgians**

Housing units in the United States increased from 124.4 million in 2005 to 128.2 million in 2007, according to the U.S. Census Bureau. The number of occupied housing units went from 108.9 million to 110.7 million. Georgia had a total of 4.0 million housing units in 2008. Multifamily construction has fluctuated considerably from 636,000 units in 1986 to 153,000 units in 1993. Construction activity rebounded to 325,000 units in 2006, but decreased to 301,000 units in 2008. In Georgia, Multifamily Housing spending dropped by 2.2% in 2008. The State has a great need for more affordable housing units. Many low- and middle income Georgians being priced out of the housing. Currently, over 32% of Georgians are renters with 68% living in owner-occupied housing units. The median monthly housing cost for mortgage owners was \$1,383, non-mortgage owners \$350, and renters \$790. 34% of owners with mortgages, 14% percent of owners without mortgages and 49% of renters in Georgia spent 30% or more of household income on housing. Regardless of tenure, income, or household type, the most common problem affecting all households is cost burden. Nationally, the average percent of household income that owners with a mortgage spend on housing is almost 37%; for renters nearly 46%. The American Community Survey reflects that 400,000 Georgians live in severely unaffordable housing, spending more than 50% of their income on housing. At least 15% of all Georgia households are severely cost burdened. According to HUD, more than 12 million renter and homeowner households in the U.S. spend more than 50% of their income on housing.

Although Georgia has a very diverse ethnic and racial mixture, data shows evidence of a disproportionate need for nonworking households: elderly and female-headed households and unemployed. The number of all three of these groups spending half of their income on housing has increased dramatically. Georgia's populations with housing needs include the elderly and frail elderly; individuals with mental, physical, and/or developmental disabilities; individuals with alcohol and/or other drug addictions; individuals with HIV/AIDS; migrant farm workers; and public housing residents. Additionally, the need for housing for the re-integration of ex offenders has increased.

Locating suitable housing for ex-offenders is one of the most complex problems in the reintegration process. Statistics from the Bureau of Justice reveal that more than 1 in 131 American adults were incarcerated at midyear of 2008. Approximately 2.3 million Americans were incarcerated, with over 785,556 detained in local jails and over 1.6 million being held in federal and state prisons. The United States has 5% of the world's population and 25% of the world's incarcerated population. Georgia ranks second in the percentage of its residents confined to state prisons. Georgia's prison incarceration rate of 0.58 percent of the population — or 5.8 per 1,000 residents — was second only to Texas' rate of 0.71 percent, according to an Atlanta Journal-Constitution analysis of prison population figures released by the Pew Center on the States. For years, Georgia's rate of prison population growth has mirrored that observed at the national level. The increases in the prison population can be attributed to two main factors: increased admissions and longer lengths of stay. Prisoners today are typically less prepared for reintegration, less connected to community-based social structures, and more likely to have health or

substance abuse problems than in the past. In addition to these personal circumstances, limited availability of housing and social services in a community can affect the returning prisoner's ability to be released and, ultimately, reintegrate.

As America ages, adult day care services are becoming increasingly important. Roughly 4,000 centers are operating within the United States according to the National Adult Day Care Association. Many centers have opened within the last two decades to serve the expanding elderly population. In 2030, when all of the baby boomers will be 65 and older, nearly one in five U.S. residents is expected to be 65 and older. This age group is projected to increase to 88.5 million in 2050, more than doubling the number in 2008 (38.7 million) according to the U.S. Census Bureau. Several states have experienced dramatic growth in their older population over the past five years. Seven states have more than two times the country's average population growth rate: Utah, Arizona, Idaho, Colorado, Georgia, New Mexico, and Delaware. Georgia currently has over 943,000 persons age 65 and older. According to the Georgia Department of Human Services, there is an increasing need for new service openings in the Community Care Service Program (CCSP). One of the strategies to create incentives for family care giving was the formation of the partnership between the Department of Community Health and Department of Human Services. By 2010, the population over age 65 will have increased by 14% since 2005, with 45% of these Georgians having a disability and 14% living in poverty. This collaboration will increase community providers and promote community-based care.

### **Needs of Homeless Georgians**

Homelessness is a difficult and complex issue. The State of Georgia and many of its communities have been actively working to address the issue of homelessness for over 20 years. The State of Georgia, in the Act that created the State Housing Trust Fund for the Homeless in 1988, defined "homelessness" as "persons and families who have no access to or can reasonably be expected not to have access to either traditional or permanent housing which can be considered safe, sanitary, decent, and affordable." With the creation of the State Housing Trust Fund for the Homeless, the State dedicated funding for helping individuals and families end their homelessness. Today, the State Housing Trust Fund provides funding to over 200 grantees across the state to implement a variety of strategies intended to address homelessness. The funding is a combination of state dollars and federal dollars from HUD. These strategies include homeless prevention, emergency shelter, rapid re-housing, transitional housing, supportive services, and permanent supportive housing. The Trust Fund also provides funding for communities to hold Project Homeless Connect events and to participate in the local homeless count efforts. The State annually provides rental assistance funding through the federal Shelter Plus Care program for over 1,200 units of housing for individuals and families with disabilities. In addition, DCA's Permanent Supportive Housing Program provides funding for the development of new supportive housing units. State and federal funding from a variety of agencies enables local services providers to provide support for residents. Annually, DCA prepares a Balance of State Continuum of Care plan covering 152 counties as part of HUD's competition for federal homeless resources.

All homeless individuals are not on the streets by choice or have alcohol or substance abuse problems. The unifying condition for virtually all of Georgia's homeless population is extreme poverty. The poor are frequently unable to pay for housing, food, healthcare, or education. Difficult choices are made when limited resources cover some of life's necessities. Often, maintaining housing must be sacrificed. The economic crisis currently gripping our nation is creating severe financial strain throughout Georgia. Georgia's homeless service providers report significant increases in requests for emergency housing. More and more families and individuals are losing the places they call home. In January 2008, DCA partnered with Kennesaw State University (KSU) to develop a methodology to estimate the prevalence of homelessness on any one night. In January of 2009, utilizing the sampling methodology and predictive model developed by statistics faculty at KSU as well as counts from 27 Georgia Counties, it was estimated that approximately 12,101 Georgians are homeless and unsheltered on any given night (using the state definition of homeless). An additional 8,047 individuals and persons in families are sheltered on any given night. Utilizing responses from the 2009 surveys from the sample counties, it is estimated that over 90,000 Georgians will experience homelessness at some time during the course of a year. Many people who are homeless also experience some type of personal vulnerability that places them at risk such as family violence, physical disabilities, chronic medical problems, mental illness, substance abuse, developmental disabilities, brain injuries, or criminal background. In addition, homeless youth and youth aging out of the foster care system may have unique service needs in order to exit or prevent homelessness.

### **Lead-Based Paint**

Exposure to lead-based paint represents one of the most significant environmental threats from a housing perspective. Housing conditions can significantly affect public health. HUD regulations regarding lead-based paint apply to all federally assisted housing. The major source of lead exposure comes from lead-contaminated dust found in deteriorating buildings. Many residential properties built before 1978 contain lead-based paint. Unfortunately, measuring the exact number of housing units with lead-based paint hazards is difficult.

Lead is a highly toxic metal that may cause a range of problems. Childhood lead poisoning is a one of the foremost environmental health threats for the nation and for the State of Georgia. Most children are poisoned by lead in and around their home when they are exposed to harmful levels of lead contaminated dust, deteriorated lead-based paint, and lead-contaminated soil. The types of problems that could occur in children are learning disabilities, behavioral problems, attention deficit disorder, decreased intelligence, speech and language difficulties, hyperactivity, poor muscle coordination, decreased muscle and bone growth, hearing damage, learning disabilities, insomnia, and a range of other health, intellectual, and behavioral problems. Lead poisoning at very high levels can cause seizures, coma, and even death. Lead is also harmful to adults. Adults can suffer from difficulties during pregnancy to the fetus, including brain damage or death and other reproductive problems (in both men and women). Other effects are high blood pressure, digestive problems, nerve disorders, memory and concentration

problems, and muscle and joint pain. DCA will continue its efforts to educate recipients on the dangers of lead-based paint and lead-based paint hazards and will create lead-safe housing when these sources of funds are used.

The Centers for Disease Control and Prevention (CDC) continues to assist state and local childhood lead poisoning prevention programs, to provide a scientific basis for policy decisions, and to ensure that health issues are addressed in decisions about housing and the environment. CDC works with HUD to promote collaborations with local health agencies that administer prevention programs. Since 2000, the Georgia Department of Community Health has received funding from CDC to use for childhood lead poisoning prevention activities. In State Fiscal Year 2010, the Georgia Childhood Lead Poisoning Prevention surveillance program received \$372,000 in direct funds to continue the State's efforts to help plan, implement, and evaluate lead poisoning prevention activities.

DCA is committed to ensure that the State's housing stock is safe, decent, affordable, and healthy for our citizens, particularly children and the elderly, who are often most vulnerable and spend more time in the home. Therefore, DCA serves on the Healthy Housing Advisory Committee of the Georgia Childhood Lead Poisoning Prevention Program. Through this committee, in addition to contacts with other involved state, federal and local government agencies, professional and private organizations, academic institutions, businesses and individuals, DCA will serve as a point of coordination for the integration of lead hazard reduction into housing policies and programs. This committee represents a broad array of interest groups and stakeholders in preventing childhood lead poisoning. The current rate of childhood lead poisoning in Georgia is 1.2% of all children under age six who were screened in 2006. The objectives of the plan focus on policies: (1) establishing partnerships with community development and housing agencies, (2) playing a proactive role with local housing and community development agencies by providing screening and housing data to assist them in preparing their Consolidated Plans, a prerequisite for receipt of CDBG and HOME funds from HUD.

The Georgia Lead Poisoning Prevention Program targets children as "high-risk" for lead poisoning hazards based upon environmental and biological risk factors. Medicaid children have been determined to be especially at risk of lead exposure.

Low-income households that earn between 0 and 50% of Median Family Income (MFI) are least able to afford well-maintained housing and, therefore, are often at greater risk of lead poisoning. Using 2005 Census data for the number of housing units by tenure and year built, for the distribution of housing units by age, tenure, and income group, the state found that over 380,000 housing units occupied by low-income households are believed to have lead-based paint hazards. Renters with low and moderate incomes are particularly susceptible. Below are Georgia's lead hazard indicators and data reflecting that Georgia ranks in the top 25 of States with high-risk lead hazard problems.

Enforcing regulations is an important component to reduce exposure to lead hazards. Currently, DCA actively addresses the need for lead based paint control and abatement by requiring local governments to budget funds for lead control and/or abatement when submitting an application for funding in which rehabilitation activities are anticipated to

be performed. DCA will also continue to require recipients of federal HOME and CDBG funds that engage in owner-occupied and rental housing rehabilitation activities to follow HUD regulations which require the control of lead based paint hazards and safe work practices. DCA will also ensure that all homes being considered for housing rehabilitation with federal funds that were built prior to 1978 will receive a risk assessment to identify lead hazards and that all units pass clearance testing for lead at the end of the work.

## **HOUSING MARKET ANALYSIS**

### **Housing Market Conditions**

The housing market around the country continues to experience drastic changes. Economists indicate that the United States had suffered the worst housing market downturn since the Great Depression. In some of the worst housing markets, deflation has reached double-digit proportions. Georgia's recovery in the single family market has been somewhat boosted by the new federal first-time home buyer tax credit program implemented in 2009 and now extended into 2010. Metrostudy indicates that several metro counties in Georgia are still in a housing depression. The metro Atlanta area has over 100,000 lots with infrastructure, but no homes. Metrostudy also indicates that builders continue to report that a lack of available credit exists from banks to support new construction and that consumers are squeezed by their own credit issues.

The Commerce Department reported that nationally housing starts fell a sharp 10.6% in October 2009. New construction on housing units dropped to a seasonally adjusted annual rate of 529,000, the lowest level since April 2009. The 10.6% drop was the biggest percentage decline for starts since January. Both single family homes and multifamily units declined in that period. Prior to the October decline, housing starts had been flat for four straight months, on the heels of a big rebound earlier in the year from historic lows for the home-building industry. The Southeast region is suffering equally as well in both sectors. Single family homebuilding activity declined rapidly in the region during the past 12 months as builders continued to curtail production in response to slower home sales and large inventories of unsold new and existing homes in most markets. Single family home production declined in all states in the region, with decreases ranging from 30% in Alabama to 53% in Georgia. Three states: North Carolina, Florida, and Georgia accounted for more than two-thirds of the regional decline, with decreases of 19,850, 17,400, and 13,750 homes, respectively. Multifamily construction activity also declined significantly in the region during the past year. All states in the region reported fewer multifamily units permitted during the past year as apartment and condominium builders continued to reduce production in response to the declining economy and soft sales and rental housing markets throughout most areas of the region. The largest multifamily reductions occurred in Florida, Georgia, and North Carolina. These three states accounted for 72% of the total decline for the region. Georgia recorded a decrease of 6,450 units.

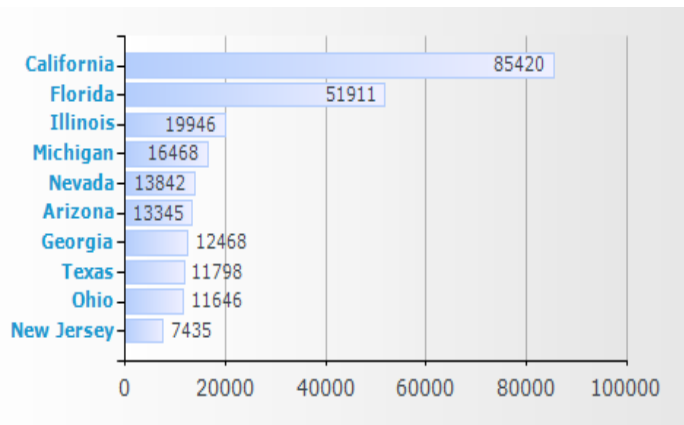
Privately owned housing starts in October 2009 were at a seasonally adjusted annual rate of 529,000, 10.6% below the revised September 2009 estimate of 592,000 and 30.7% below the October 2008 rate of 763,000. According to Georgia Multiple Listing Service data, over 59,545 homes were sold during the last 12 months of 2009, a 22% decrease from the same period in the previous year. Throughout the metro Atlanta area, rising inventories of unsold housing should have produced more sales, but these homes remain vacant. These housing problems coupled with little wage gains and sizable number of lower paying jobs in the state, and a rising unemployment rate, present an economic and social challenge.

Coupled with the first time home buyer tax credit, historically low interest rates have helped to boost the market.. According to Freddie Mac, the national average commitment rate for a 30-year, conventional, fixed-rate mortgage fell to 4.95 percent in October 2009 from 5.06% in September; the rate was 6.20% in October 2008. Total housing inventory at the end of October fell 3.7% to 3.57 million existing homes available for sale, which represents a 7.0-month supply at the current sales pace, down from an 8.0-month supply in September. Unsold inventory totals are 14.9% below a year ago. In the South, existing-home sales rose 12.7% to an annual level of 2.30 million in October and are 25.7% higher than October 2008. The median price in the South was \$151,100, down 6.3% from a year ago. Previously, the slowest pace had been in January 1991, when the country was in recession and going through a similar housing correction. The housing malaise has infected other sectors of the broader economy, translating into the highest unemployment rate in 14 years and a record drop in retail sales.

According to First American CoreLogic, nearly 10.7 million, or 23%, of all residential properties with mortgages were in negative equity as of September 2009. Almost two-thirds of those homes are in just eight states: Arizona, California, Florida, Georgia, Michigan, Nevada, Virginia and Ohio. These states reflect negative equity shares in excess of 20%, with Georgia reflecting 23%. An additional 2.3 million mortgages were approaching negative equity. More than 338,000 Georgia homeowners owe more on their mortgages than their houses are currently worth and are in danger of foreclosure. Ten counties within the Metro Atlanta's area account for 81% of Georgia foreclosures.

RealtyTrac® the leading online marketplace for foreclosure properties, released its October 2009 U.S. Foreclosure Market Report, which shows foreclosure filings (default notices, scheduled foreclosure auctions and bank repossessions) were reported on 332,292 properties during the month, a decrease of 3% from the previous month but still up nearly 19% from October 2008. The report also shows that one in every 385. housing units received a foreclosure filing in October. However, the fundamental forces driving foreclosure activity in this housing downturn — high-risk mortgages, negative equity, and unemployment — continue to loom. Foreclosure activity levels are substantially higher than a year ago in most states. Four states accounted for 52% of the nation's total foreclosure activity in October: California, Florida, Illinois and Michigan. Other states with totals among the 10 highest in the country were Nevada (13,842), Arizona (13,345), Georgia (12,468), Texas (11,798), Ohio (11,646), and New Jersey (7,435).

## New Foreclosures October 2009



Source: RealtyTrac®

Georgia reported 12,468 properties with foreclosure filings in October 2009, a slight increase from the previous month. Georgia documented the eighth highest raw number of properties receiving foreclosure filings in the first quarter of 2009. Five Georgia counties accounted for 47% of the state's overall foreclosure activity during the first quarter. The foreclosure epidemic has cast a long shadow on the Atlanta real estate marketplace. According to Housing Predictor, Atlanta ranks in the top 25 worst markets at 14<sup>th</sup>. Fulton County led the state, reporting 4,363 properties with foreclosure filings. Gwinnett County was second highest, reporting 3,121 properties with foreclosure filings for the quarter. DeKalb County was third, reporting 2,454 properties with foreclosure filings. Cobb County registered the fourth highest total, documenting 2,014 properties with foreclosure filings. The fifth highest total was tallied in Clayton County, where 1,569 properties with foreclosure filings were reported. Newton County posted the state's highest foreclosure rates for the first quarter of 2009 with one in every 43 housing units receiving a foreclosure filing. This rate is 3.3 times the state average and 3.7 times the national average. Walton County had the second highest rate, with one in every 51 housing units receiving a foreclosure filing — 2.7 times the state average and 3.1 times the national average. The third highest rate was documented in Henry County, where one in every 58 housing units received a foreclosure filing during the month — 2.4 times the state average and 2.7 times the national average. Georgia accounted for 4% of the 803,489 properties with foreclosure filings reported nationwide for the first quarter of 2009. The national total represented a 9% increase in activity from the previous quarter and was almost 24% ahead of the total reported for first quarter 2008. One in every 159 U.S. housing units received a foreclosure filing during the quarter.

### **Housing Structural Conditions**

An estimated 6 million families live in substandard housing according to the National Center for Healthy Housing. According to new research from NCHH, the majority of U.S. families (67%) live in a home with at least one major health risk. However, overall, the housing units in Georgia are in good condition. The 2007 U.S. Census data contains five factors that describe the condition of the housing stock. They include the presence of kitchen and plumbing facilities, heating source, overcrowding, and the age of the housing

unit. These factors, however, have limitations: no information is provided on the actual structural conditions of the housing units. Fortunately, these statistics do provide some measure of housing conditions. The following summarizes the findings for housing conditions in each of the four categories reported in the Census.

**Kitchen Facilities** – More than 99% of Georgia’s housing units had kitchen facilities. Only 0.4% (12,169) lacked complete kitchen facilities.

**Plumbing Facilities** – Almost all housing units had plumbing facilities. A total of 10,578 units, approximately 0.3%, lacked complete plumbing facilities.

**Heating Source** – The majority of Georgia’s houses were heated by electricity (47%). 45% utilized utility gas as the source of heating; 7.3% used bottled, tank, or LP gas; and the remaining 1% used another fuel or no fuel at all.

**Overcrowding** – Conditions of overcrowding, defined as more than one person per room, affected 2% of all occupied housing units in Georgia. Renters were more likely to live in overcrowded units than owners. Eleven percent of renters live in overcrowded units. Hispanics were more likely to live in overcrowded housing than all other racial/ethnic groups.

**Age of Housing Stock** – 30% of Georgia’s housing units were 15 years old or less in 2007, 34% were between 16 and 39 years old, and 36% were at least 40 years old or older.

### **Regulatory Barriers to Affordable Housing**

While private actions principally influence the housing market, regulations at the federal, state, and local levels significantly impact the market’s ability to provide affordable housing units. The cost of housing and the incentives to develop, maintain, or improve affordable housing in Georgia are directly related. Although many barriers to affordable housing are beyond governmental control, several factors affecting housing costs can be identified at the government level. These factors may include zoning ordinances and land use controls, building codes, environmental restrictions, duplicative design review, rehabilitation codes, development fees and charges, tax policies, excessive fees or taxes, transportation, and federal policies.

## **HOUSING AND COMMUNITY DEVELOPMENT STRATEGIC PLAN**

### **Vision for Change**

Over the next three years, the state anticipates making funding awards to organizations or households that will provide assistance to 16,754 extremely low, low-, and moderate-income households in affordable units free of overcrowded, structurally substandard conditions, with supportive services where appropriate for populations with special needs. Community Housing Development Organizations (CHDOs) and other nonprofits play an important role in the development and rehabilitation of affordable housing throughout Georgia.



## **Strategic Plan Priorities**

The Consolidated Plan divides the State's priorities into two categories based on function: (1) priorities to directly benefit low- and moderate-income households and (2) priorities to improve the production capacity of Georgia's affordable housing providers. These priorities are not listed in rank order, but are of equal importance to the state.

### **Direct Benefit Priorities**

- To increase the number of Georgia's low- and moderate-income households who have obtained affordable rental housing which is free of overcrowded and structurally substandard conditions.
- To increase the number of Georgia's low- and moderate-income households who have achieved and are maintaining homeownership in housing free of overcrowded and structurally substandard conditions.
- To increase the access of Georgia's homeless to a continuum of housing and supportive services which address their housing, economic, health, and social needs.
- To increase the access of Georgia's special need populations to a continuum of housing and supportive services which address their housing, economic, health, and social needs.
- To increase the access of Georgia's Hispanic population to a continuum of housing and supportive services which address their housing, economic, and social needs.
- To increase the access of Georgia's elderly population to a continuum of housing and supportive services which address their housing, economic, and social needs.
- To provide assistance to local governments to meet their community and economic development needs.

### **Production Improvement Priorities**

- To increase coordination, strengthen linkages and encourage the formation of partnerships between Georgia's private sector housing developers, financial institutions, nonprofit organizations, public sector agencies, foundations, and other providers.
- To increase the capacity and skills of local nonprofit organizations and other providers to offer housing assistance.

- To improve the responsiveness of state and local policies to affordable housing issues.

The State recognizes that its efforts to improve the production of housing and supportive service providers will be reflected in the number of households which directly benefit from their assistance. Therefore, the state has not established separate, quantifiable objectives for its production improvement goals within its Strategic and Action Plans.

### **Strategic Plan Three-Year Objectives**

Based on a review of key economic and demographic indicators, Georgia's housing needs are not likely to change substantially over the next three years. While the absolute number of households will increase, the percentage of households affected by cost burden, overcrowding, and physically defective housing should remain constant. The use of federal, state, local, and private resources will help to alleviate, but not eliminate, these problems. The Strategic Plan estimates that the State will provide the following benefits to extremely low-, low-, and moderate-income Georgians using HUD and state resources:

- Rehabilitate or construct 1,622 affordable rental housing units for low or moderate income households.
- Provide 50,324 extremely low, low, or moderate income households with rental assistance.
- Assist 503 extremely low, low or moderate income households with the construction or rehabilitation of housing so that they may achieve homeownership.
- Assist 2,772 extremely low, low, and moderate income households with downpayment assistance and 22,845 with homebuyer education so that they may achieve homeownership.
- Assist 4,920 Hispanic households to access the continuum of housing and supportive services.
- Provide housing necessary to break the cycle of homelessness by assisting an estimated 4,300 homeless persons daily and/or supportive services to accommodate an average of 2,500 individuals daily.
- Make funding awards to organizations or households that provide housing and/or supportive services necessary for 16,754 special needs households.
- Provide housing assistance and information to 100 special need households in order to enable them to transfer from institutional to community living situations.
- Make funding awards to local governments, or organizations that assist 7,504 elderly persons with housing and/or supportive services necessary to achieve or maintain decent, safe and sanitary living conditions.

### **Eliminating Barriers to Affordable Housing**

Georgia has a strong and growing commitment to making decent affordable housing available to all residents. Over the past twenty years, wide varieties of policy and program initiatives have been instituted to move toward this goal. Governments at both

the state and local levels have made important strides in the areas of planning and standardization of construction codes and impact fees.

The state will continue these efforts over the next three years. Actions that will be taken include revising housing programs to facilitate access to available funds; reaching across organizational lines to effectively utilize complementing resources, revising and implementing laws impacting housing affordability; continuing implementation of the Georgia Planning Act requirement for jurisdictions to examine issues related to the provision of affordable and adequate housing; implementing actions recommended in the Analysis of Impediments to Fair Housing Choice; and providing training and technical assistance programs to local governments.

### **Anti-Poverty Strategy**

Nationwide, 40 million people were in poverty in 2008. The U.S. Census Bureau's American Community Survey indicated that the overall poverty rate in the U.S. rose to 13.2% in 2008, as workers across all sectors of the economy became jobless and increasing numbers of families became destitute. Real median household income also declined by 3.6%. Census statistics indicated that 15% of Georgia's population (1.4 million Georgians) lived below the poverty level, higher than both the national average of 13% and the southern region of 14.6%. According to the U.S. Bureau of Labor Statistics, Georgia lost 154,556 jobs between January 2008 and January 2009. Hispanics are particularly impacted, as 21% of those who are of Hispanic ethnicity live in poverty.

#### **Georgia Poverty Information:**

% of Georgians living in poverty - 14.7% (1,423,804 people)  
% of children in poverty - 20.1% (512,017 children)  
% of senior citizens in poverty - 11.9% (110,650 seniors)  
% of Female headed households in poverty - 30.9%  
% with related children under 18 years - 37.7%  
% with related children under 5 years - 47.3%

Source: U.S. Census Bureau, American Community Survey Profile, 2008. U.S. Census, Quick Facts

Georgia's increase in poverty can be attributed to:

- Unemployment rate spiking to its highest level since 1993;
  - Rated 8<sup>th</sup> in the nation
- All wage levels remained stagnant over the past few years
- High levels of uninsured Georgians, at 18.1% or over 1.6 million people
- Stagnant median income
- The high increase in new residents and no increase in new jobs

If current market conditions continue to worsen, more citizens will probably be considered living in poverty. According to CNN Money for the first three months of 2009, 2 million jobs have been lost nationwide, and 5.1 million jobs have been lost since the start of 2008. Georgia lost 89,600 in 2008. The Bureau of Labor Statistics of the U.S. Department of Labor reported that 38 states and the District of Columbia recorded over-

the-month unemployment rate increases while the unemployment rate climbed to 8.5% from 8.1% in February 2009, the highest rate since November 1983. According to the Department of Labor, 442,758 unemployed Georgians were looking for work in October 2009. This figure is an increase of 64.1% from the same period of the previous year. Over the last 12 months, the number of unemployed persons has risen by 6.0 million, and the unemployment rate has grown by 3.9 percentage points. Georgia's unemployment rate has been its highest in almost 26 years. Georgia's March 2009 jobless rate of 9.2 was up 3.6 percentage points from 5.6 at the same time last year. Georgia's unemployment rate also remained above the national rate of 8.5% for the 20th consecutive month. The over-the-year losses came in manufacturing and construction, trade, transportation and warehousing, along with professional and business services, including temporary employment agencies. Manufacturing and construction jobs led the declines. Since September 2008, manufacturing has lost 1.2 million jobs. Georgia was second in the nation in the number of manufacturing and construction jobs lost, following only Michigan. Atlanta experienced negative net job growth through March 2009. Based on data from the Georgia Department of Labor, the number of jobs in the Atlanta area decreased by 115,900 in the first quarter of 2009, a decline of 4.7% since March 2008.

In April 2009, Michigan reported the highest unemployment rate, 12.6%, nationally. Thirty-three additional states recorded rates of 7.0% or more. Georgia's rate of 9.2% was ranked 15<sup>th</sup> highest in the nation.

The state has established the following goals to reduce poverty among its residents:

- To provide a range of services and activities having a measurable and potentially major impact on the conditions of poverty in all areas of the state, focusing on areas of the state where poverty is a particularly acute problem;
- To provide activities designed to assist low-income participants, including the elderly poor, to secure and retain meaningful employment; attain an adequate education; make better use of available income; obtain and maintain adequate housing; obtain emergency assistance to meet immediate and urgent individual and family needs, including health services, nutritious food, housing and employment; remove obstacles blocking the achievement of self-sufficiency; and achieve greater participation in the affairs of the community;
- To provide for the emergency provision of supplies and services, nutritious foodstuffs, and related services necessary to counteract conditions of starvation and malnutrition among the poor;
- To coordinate and establish linkages between government and other social service programs to assure the effective delivery of such services to low income individuals; and
- To encourage the private sector of the community to become involved in efforts to ameliorate poverty.

### **Strategic Plan Coordination**

The policy of the state strongly favors the formation and maintenance of cooperative partnerships with the federal government and various state agencies that administer

numerous federally funded housing and community development programs at the local level, with Public Housing Authority (PHAs), with HUD entitlement communities, and with private for-profit and nonprofit providers of housing and supportive services.

The state recognizes the importance of these cooperative partnerships to effectively address affordable housing issues and has established a priority within the Consolidated Plan to increase coordination, strengthen linkages, and encourage the formation of partnerships between Georgia's private sector housing developers, financial institutions, nonprofit organizations, public sector agencies, foundations, and other providers.

## **ANNUAL ACTION PLAN FOR SFY2011**

The Action Plan details the State's plan for use of its consolidated formula FFY2010 funding allocation from the U.S. Department of Housing and Urban Development. During SFY2011, a time period beginning July 1, 2010 and ending June 30, 2011, the State expects to tap a variety of federal resources to address Georgia's housing and community development needs. These resources include the four formula grants covered by the State's Consolidated Plan: HOME, CDBG, ESG, and HOPWA programs. The State's allocation is divided among programs as follows: CDBG (\$43,644,802); HOME (\$24,500,584); ESG (\$2,262,240); and HOPWA (\$2,025,746).

### **Community Development Block Grant (CDBG)**

#### **Non-Housing Quantified Objectives**

The objective is to make those CDBG funds allocated to the State by Congress on an annual basis available to local units of government to address their locally determined needs. Consistent with the national objective, not less than 70% of the CDBG funds received each fiscal year will be used for the support of activities that benefit persons of low and moderate-income. To be funded, local government applicants must give maximum feasible priority to activities which benefit low and moderate-income families, or aid in the prevention or elimination of slums or blight, or which meet urgent community needs. Funds will be awarded in accordance with a Method of Distribution (MOD) described in the Annual Action Plan.

Depending on the amount of funds actually appropriated by Congress, DCA expects to annually award (including the annual competition, Redevelopment Fund, EIP and ITAD) over 110 grant awards. Of course, the actual number will be determined by the actual allocation to the State and the type of projects and amount of funds actually applied for by local governments. While predicting the project types to be funded is difficult due to the emphasis given to meeting locally determined needs, an analysis of the most recent (FFY2009) Regular Annual CDBG Competition sheds some light on what may be funded in the future as well as current priorities.

Interestingly, the types of public facility projects that communities apply for have changed over time. During the early and mid-1990's funding cycles, proposals for senior citizen and health centers dominated the competition for community building projects. As CDBG funds were used to meet this need, other facility needs began to be addressed by

local communities, including more emphasis on centers to provide adult literacy, workforce development as well as youth centers and shelters for victims of family violence. In terms of public infrastructure applications, the need for water and/or sewer improvements remains high and the need for street and drainage facilities has been increasing. This change over time of project funding illustrates how the established CDBG rating and ranking system is able to respond to locally identified needs.

### **Non-Federal Public Resources**

The Georgia CDBG program requires a local cash match for all non-housing CDBG projects. The required cash match is based on the amount of CDBG funds received as follows:

- 0% for amounts up to \$300,000 in CDBG funds,
- 5% of amounts from \$301,000 to \$500,000, and
- 10% of amounts over \$500,000.

The match amount must be cash (not "in-kind") and can be from any public or non-public source. The actual cash match to be provided by local government recipients of during the last fiscal period ([FFY 2009](#)) totals \$664,376. DCA estimates that a similar amount will be provided for FFY2010 CDBG funds covered by this Plan. The actual cash match provided will depend on the profile of grants actually funded with these funds.

In addition, all CDBG applications receive up to 25 additional points in the rating system for provision of additional resources. While these are not always cash amounts, usually they are other loans or grants or local government cash and in-kind contributions. The exact amount of "leverage" cannot be predicted until applications are received. The 2009 CDBG competition leveraged nearly \$30,000,000 in additional resources for non-housing community development projects.

### **Use of Technical Assistance Funds**

The State is allowed to use up to 1% of each year's CDBG allocation for technical assistance activities. For the upcoming Program Year, DCA is setting aside \$436,448 of the total allocation from HUD for these activities.

These funds have been used to fund various technical assistance workshops as well as staff time devoted to on-site delivery of technical assistance. In the past, DCA has provided a series of well-attended economic development training workshops as well as training for historic preservation compliance.

### **HOME Investment Partnership Program**

Using its allocation of federal HOME funds, State funds appropriated as match to the HOME program, and program income generated from the repayment of loans to the HOME program, the State proposes to operate the following seven programs:

- HOME Rental Housing Loan Program

- CHDO Predevelopment Loan Program
- Permanent Supportive Housing Program
- Georgia Dream Second Mortgage Program
- Georgia Dream Single Family Development Program
- Community HOME Investment Program (CHIP)
- CHDO Operating Assistance Program (COAP)

Program descriptions may be found in ***Section VI, Action Plan, Sub-section G.***

#### **Emergency Shelter Grant (ESG)**

The ESG program provides shelter and essential services to homeless persons throughout the state by making State Housing Trust Fund for the Homeless Commission (HTF) funds and Federal HUD ESG funds available to nonprofit organizations and local government entities operating homeless housing and/or providing services to the homeless. Local governments are eligible to apply. To the extent determined under State law by HTF and DCA, private, nonprofit organizations are eligible to apply for funds. The FFY2010 consolidated program funding amount that the State is eligible to receive from HUD for the ESG program is \$2,262,240.

General funding limits are as follows: Emergency Shelter Operations - \$50,000 per facility; Transitional Housing Operations - \$25,000 per facility; Project Homeless Connect - \$3,000; Supportive Services - \$25,000 per program (maximum of 2 programs per agency). S+C sponsors renting from themselves or from affiliated entities, as well as HOPWA/S+C grantees targeting HIV are generally not eligible for Supportive Services funding. Agencies implementing HUD-designated “Samaritan Projects” may receive up to \$50,000 for a single Supportive Services program.

Utilizing these funding sources, DCA anticipates assisting persons who are homeless and living in shelters, living in transitional housing, or who are in danger of becoming homeless. State funded services include childcare, comprehensive case management, substance abuse services, HIV services, comprehensive day services, food, furniture, clothing, services to prevent homelessness, funds to prevent homelessness, housing and service referrals to homeless persons, funds necessary to procure permanent housing, job training, skills development, transportation, and other services necessary to break the cycle of homelessness.

The State has developed Housing Support Standards (HSS) to ensure that the services provided by all DCA grantees meet a basic standard of care. These standards are not comprehensive nor are they meant to replace standards and guidelines required by licensing agencies. Rather, through the implementation of these basic standards, DCA hopes to see a reduction across Georgia in the amount of time participants experience

homelessness and an increase in each participant's housing stability as they are moved through the Continuum of Care.

DCA will utilize State funds to continue the implementation of its Continuum of Care Plan. Planned actions for SFY2011 include continued implementation of permanent supportive housing through the HUD Shelter Plus Care (S+C) program, the continued facilitation of the enhancement or development of new regional homeless provider networks (regional 'resource fairs' will be conducted), continued facilitation of meetings of the State Homeless Advisory Council about preventing and eliminating homelessness, continued collaboration with the Georgia Department of Behavioral Health with the goal of ending chronic homelessness and in procuring mainstream resources for homeless services.

### **Housing Opportunities for Persons with AIDS (HOPWA)**

The intended use of HOPWA funds is to provide resources and incentives to devise long-term comprehensive strategies for meeting the housing needs and supportive services to low income persons with acquired immunodeficiency syndrome (AIDS) and/ or HIV-related diseases and their families, principally in the State's 127-county jurisdiction. DCA will utilize these funds to sponsor housing units to house low income persons with HIV or members of their families and to provide supportive services.

The FFY2010 consolidated program funding amount that the State is eligible to receive from HUD for the HOPWA program is \$2,025,746. Eligible activities are those named in current HUD regulations for the HOPWA program. Activities include, but are not limited to housing, housing or fair housing information, acquisition, rehabilitation, limited new construction, rental assistance (including shared housing), homelessness prevention, supportive services (health, mental health, assessment, drug and alcohol counseling, day care, personal assistance, nutritional services, etc.), general case management, housing operating subsidies, and technical assistance.

Local government entities are eligible to apply for HOPWA funds and to the extent under State law, as determined by HTF and DCA, private nonprofit organizations are also eligible to apply for funds.

Applications must be submitted on forms provided by DCA. Applications will be processed based on local need, conformance to local plans and (if applicable), and service delivery strategy.

### **Performance Measures**

DCA's Program Goals are consistent with and support these HUD goals identified in Title I of the Housing and Community Development Act of 1974 (as amended). The three basic objectives of these formula programs will include the provision of (1) providing decent housing, (2) providing a suitable living environment and (3) proving an economic opportunity. The outcome categories include: (1) availability/accessibility, (2) affordability, and (3) sustainability; promoting livable or viable communities. The combination of objectives and outcome categories results in a matrix of *nine* possible outcome statements that encompass the various possible program activities.



Accessibility for the purpose of creating suitable living environments (1,1)	Accessibility for the purpose of providing decent affordable housing (1,2)	Accessibility for the purpose of creating economic opportunities (1,3)
Affordability for the purpose of creating suitable living environments (2,1)	Affordability for the purpose of providing decent affordable housing (2,2)	Affordability for the purpose of creating economic opportunities (2,3)
Sustainability for the purpose of creating suitable living environments (3,1)	Sustainability for the purpose of providing decent affordable housing (3,2)	Sustainability for the purpose of creating economic opportunities (3,3)

Decent housing: The provision of decent housing assists both the homeless and persons at risk of becoming homeless in obtaining housing; retains the existing units in the housing stock; increases the availability of permanent housing in standard condition and at affordable cost to low- and moderate-income families. Decent housing also increases the supply of supportive housing with services needed to enable persons with special needs to live independently, and provides housing affordable to low to moderate income persons which are accessible to job opportunities.

Suitable living environment: The provision of a suitable living environment improves the safety and livability of neighborhoods; increases access to quality public and private facilities and services; reduces the isolation of income groups within a community or geographical area by offering housing opportunities for persons of lower-income and revitalizes deteriorating or deteriorated neighborhoods; restores, enhances, and preserves natural and physical features of special value for historic, architectural or aesthetic reasons; and conserves energy resources.

Provide economic opportunity: The provision of expanded economic opportunities creates and retains jobs; establishes, stabilizes, and expands small businesses (including micro-businesses); provides public services concerned with employment; provides jobs to low income persons living in areas affected by those programs and activities; makes available mortgage financing for low-income persons at reasonable rates using nondiscriminatory lending practices; provides access to capital and credit for development activities that promote the long-term economic and social viability of the community; and provides empowerment and self-sufficiency opportunities for low-income persons to reduce generational poverty in federally-assisted and public housing.

## **Evaluation of Past Performance**

The State continues to address its priorities and objectives related to affordable housing and community development issues and the administration of related HUD-funded programs. While production results have sometimes exceeded or fallen short of stated goals within the Consolidated Plan, the State concludes that significant progress has been made to address the priorities and objectives outlined in its Consolidated Plan document. Overall, and in spite of fluctuations in federal program funding, changes in program features, and the generally challenging economic climate, production was consistent.

DCA continues to evaluate and refine its efforts in respect to program implementation. Internally, work groups have been established within DCA to address issues that may influence capacity and service delivery. DCA also regularly receives feedback from our external partners to improve the delivery of our housing and community development programs. These partnerships may include other state agencies, advocacy groups, governmental and quasi-governmental organizations, nonprofits, housing authorities, individuals and from the private sector such as banks, mortgage companies, credit unions, real estate professionals, and attorneys.

The State continues to make significant progress in or towards meeting its housing priorities established in its five-year strategy with the Consolidated Plan. As reflected in its Consolidated Annual Performance and Evaluation Report (CAPER), the State assisted 41,052 households with housing and shelter assistance funded through HOME, CDBG, ESG or HOPWA during SFY2009.

To meet its rental housing priority, the State projected the rehabilitation and/or construction of affordable, rental housing units for 195 extremely low, 158 low and 74 moderate-income households. During SFY2009, the State actually assisted 191 extremely low, 286 low, and 56 moderate-income households using HOME funds.

To meet its rental housing priority, the State also projected that 12,284 extremely low, 3,652 low and 664 moderate-income households would receive rental assistance. During SFY2009, the State estimates that it assisted 12,810 extremely low, 3,531 low, and 803 moderate-income households with rental assistance through the Housing Choice Voucher, HOPWA and Shelter Plus Care programs. Overall production was higher than projected.

To meet its homeownership priority, the State projected assistance to 284 extremely low, 381 low, and 378 moderate-income households and 7,000 individuals with home buyer education to achieve or maintain homeownership in housing free of overcrowded and structurally substandard conditions. During SFY2009 the State actually assisted 78 extremely low, 375 low and 524 moderate-income households and 7,556 individuals with home buyer assistance, which is higher than what was projected.

To meet its priority regarding homelessness, the State projected making funding awards to organizations to provide an average 13,000 persons daily with housing and supportive services which address the housing, economic, health and social needs of the homeless.

One of the State's goals is to provide a range of services and activities that have a measurable, major impact on conditions of poverty in the community. The Continuum of Care network has allowed DCA to increase the capacity level of organizations providing services. In SFY2009, DCA made 254 ESG funding awards to organizations that provide housing and other supportive services necessary to break the cycle of homelessness. Through this program, a daily average of 5,401 individuals received housing assistance (2,931 in emergency shelter and 2,470 in transitional housing) and a daily average of 2,227 persons received only supportive services.

To meet its priority regarding special need households, the State anticipated making funding awards to provide housing and supportive services necessary to assist 723 special need households to achieve decent, safe and sanitary living conditions. DCA assisted 5,761 household and/or individuals through the HOME, ESG, HOPWA, Housing Choice and CDBG programs during SFY2009. During the program year, 388 households consisting of 720 persons (411 persons with HIV/AIDS and 309 other family members) were provided needed housing assistance through the HOPWA program. Those 388 households receiving housing also received supportive services along with an additional 1,658 households (housed with non-HOPWA funds) who also received supportive services through the State's seven (7) Project Sponsors. At least 83 households received housing information services within of any provided within case management itself, from HOPWA Sponsors, and the number of households that received permanent housing placement services was 31.

The state is working hard to further the primary national CDBG objective of developing viable urban communities by providing decent housing, suitable living environments, and expanding economic opportunities, principally for low-and moderate-income persons (LMI). In general, the State is making significant progress in meeting this objective. This conclusion is based on the number and type of grants awarded and the numbers of persons benefiting from these projects. During SFY2009, 90 awards to local units of government were made with CDBG funds. The following table presents the number of persons benefiting from these CDBG funds, currently and previously awarded. Included are all CDBG funding categories, including the Annual Competition, Redevelopment Fund, Immediate Threat and danger Program, and Employment Incentive program. More than 90% of the persons benefiting are low and moderate-income persons.

**Analysis of CDBG Annual Competition for Program Year 2008 (7/1/08 - 6/30/09)**

Type of Projects	Projects	Award	People	LM People	LM %	Units
<b>Multi Activity</b>	4	\$3,200,000	278	249	90%	
<b>Housing Improvements</b>	2	\$1,000,000	62	62	100%	
<b>Public Facilities:</b>						
Neighborhood Buildings	2	\$1,000,000	368	368	100%	
Drainage and Streets	6	\$2,737,242	535	482	90%	
Health Center	3	\$1,499,158	13,089	10,599	81%	
Learning Center	2	1,000,000	809	715	88%	
Mental Health Center	0	0	0	0	0%	



One major challenge in meeting the objective is the reduction in the amount of CDBG funds available to the State through Congressional appropriations. At the national level, the appropriations have declined every year from 2003 to 2009. Although there has been an increase in 2010, since 2003, Georgia's share of these funds has declined from \$48,000,000 to the current allocation of \$43,644,802. The steady increase in construction costs, especially since the Katrina disaster, has adversely influenced the effective "buying power" of the funds available.

In addition, over the past few years, Congress has set-aside millions of dollars for congressional mandated "ear marks" or set-asides. These set-asides reduce the amount of funds available to the State and seem to contradict the currently favored "block grant" approach to local community development.

The State continues to refine existing programs and implement new programs that promote opportunities for enhanced living conditions of low and moderate income Georgians. DCA does not currently propose any changes to its programs as a result of this performance assessment. The State will continue to regularly refine and expand the availability of funding opportunities to best meet the needs of Georgia. Any changes will be reflected in the State's Annual Action Plan for Consolidated Funds or, if needed, through an amendment submitted to HUD.

***STATE OF GEORGIA  
THREE YEAR CONSOLIDATED  
PLAN  
FFY2010 – FFY2012***



***SONNY PERDUE  
GOVERNOR***

***PREPARED BY:  
GEORGIA DEPARTMENT OF COMMUNITY  
AFFAIRS  
MIKE BEATTY, COMMISSIONER***

***May 2010***

## **Section I: Introduction to Georgia's Consolidated Plan**

In compliance with regulations from the U.S. Department of Housing and Urban Development (HUD), the State of Georgia developed the Consolidated Plan for the State of Georgia for FFY2010-2012. The Consolidated Plan enables the state of Georgia to examine the housing and community development needs of the state. Based upon this examination, the state is able to develop programs that effectively utilize the scarce resources available to address these concerns and to improve the quality of life for its low and moderate-income residents.

This document also serves as the state's application to HUD for the receipt of federal Consolidated Funds, including monies available under the Community Development Block Grant (CDBG), Emergency Shelter Grant Program (ESG), HOME Investment Partnerships (HOME), and Housing Opportunities for Persons with AIDS (HOPWA) programs. The overall goal of the community planning and development programs covered by this document is to develop viable communities by providing decent housing, a suitable living environment, and expanded economic opportunities principally for low and moderate-income persons.

### **A. LEAD AGENCY**

The Georgia Department of Community Affairs (DCA) is the lead agency for the management of the application planning and reporting requirements for community planning and development programs. Consequently, DCA is charged with overseeing the development of the Consolidated Plan.

Each year, DCA updates the Annual Action Plan section of this document. In addition, DCA annually prepares a performance report to assess its efforts during the previous year to meeting its annual and five-year performance goals. The program year covered under the Action Plan will begin on July 1, 2010 with the start of SFY2011. After verifying that the state of Georgia has met all necessary federal requirements, HUD will make available to the state on this date its consolidated formula allocation, including CDBG, HOME, ESG, and HOPWA funds.

### **B. METHODOLOGY**

Georgia's Consolidated Plan has been prepared for submission per federal regulations requiring the state to revise the entire Consolidated Plan at least once every five years. This document was developed through a cooperative effort of several divisions within DCA, including the Housing Finance, Rental Assistance and the Community Development and Finance Divisions. Private citizens and other stake holders also participated in the planning process, which is further described in this section.

Consolidating department goals and objectives relating to housing, community and economic development, and community services creates a more focused objective for public officials and reduces duplication of efforts. Given the required scope of the document, DCA utilized a multifaceted approach in order to complete the Consolidated Plan, as noted below:

- 1) Analyzed demographic, income, housing, and employment data to use as a reference point. Data was primarily obtained from HUD's updated CHAS data based on the American Community Survey 2005-2008, U.S. Census Bureau, and the 2010 Georgia Household Population Projections as issued by the Georgia Office of Planning and Budget.
- 2) Contacted the Public Health Division of Georgia Department of Community Health to receive updated Georgia's lead-based paint hazards data, Center for Disease Control, Scorecard and the U.S. Census.
- 3) Analyzed Georgia's housing market conditions using information primarily obtained from the U.S. Census, HUD, the *State of the State's Housing* report, and Georgia Business and Economic Conditions publication, and the Georgia Department of Labor.
- 4) Researched other resources on a variety of topics including homelessness, HIV/AIDS, prison, and poverty.
- 5) Obtained input from the citizenry, as described in Section II.

The Consolidated Plan is divided into four sections: (1) an assessment of housing and homeless needs (2) an analysis of the state's housing market, (3) a three-year strategic plan, and (4) a one-year action plan. The major sections of the Consolidated Plan are as follows:

- General explanation of the development of Georgia's Consolidated Plan
- Housing and homeless needs assessment
- Housing market analysis
- Three-year strategic plan (describes the goals and objectives that the state has identified based upon the needs assessment)
- One-year action plan (describes the specific activities to be conducted in the coming fiscal year)
- Certifications
- Monitoring activities (describes the standards and procedures that the state will use to monitor activities related to the plan)



## **Section II: Overview of the Citizen Participation and the Consultation Process**

During the development of the FFY2010 – 2012 Consolidated Plan, the state of Georgia followed applicable citizen participation requirements specified in the regulations for the Plan which were issued January 5, 1995. A formal, written Citizen Participation Plan that became effective on July 1, 1996, includes all citizen participation requirements specified in the Consolidated Plan regulations. This plan has been followed for each year's Annual Action Plan and Consolidated Annual Performance and Evaluation Reports (CAPER), as well as during this update to the Consolidated Plan.

This Consolidated Plan update has been developed by DCA with the cooperation of federal, state, and local government agencies; nonprofit organizations; and concerned citizens. To assist in identifying Georgia's housing and community development needs, the state solicited input from other organizations through several mechanisms.

### **A. SURVEY**

In an effort to broaden public participation in the plan's development, DCA requested participation in a housing needs survey. An information notice that included a link to the on-line survey web site was provided. The survey was conducted to solicit input from citizens, advocates and various housing and community service representatives from across the state. This survey provided respondents an opportunity to provide input about Georgia's housing and community development needs and to assist in the development of the objectives and priorities to meet those needs by providing information that could not be captured by typical housing reports and data. Over 5,000 notices of availability of the survey were distributed by email across the state, including DCA Board Members, homeless housing and service providers including domestic violence and ESG recipients, local HUD program administrators, Community Service Boards, Empowerment Zones, Enterprise Communities, Renewal Communities, members of the Statewide Independent Living Council, Georgia Housing Trust Fund for the Homeless Commissioners, all county commission chairpersons, elected officials and selected administrators of local jurisdictions within Georgia, recipients of Low Income Housing Tax Credits (LIHTCs), the directors of community housing development organizations, various nonprofit housing developers, and interested citizens. A link about the notice was also included on the weekly DCA rate sheet that is emailed to over 2,000 Realtors, brokers and lenders and other interested parties on a weekly basis. The notice about the survey was made available on the DCA web with a corresponding link to the survey site. Hard copies of the survey were also made available upon request during the public hearings. The survey was made available from October 28, 2009 – November 16, 2009. The survey results have been incorporated into this document in Appendix D.

### **B. PUBLIC HEARINGS**

In a rapidly changing environment, it is essential for all citizens to voice their opinions to drive policies. The State of Georgia strongly encourages public participation in identifying their housing and community needs. The Consolidated Plan provides an opportunity for citizens, nonprofit organizations, or other interested parties to help define

priorities for addressing local and statewide needs and to tailor a strategic plan for meeting identified needs. Citizen participation and public input played an important role in establishing the content of this Consolidated Plan. Input on Georgia's housing and community development needs was received through four public hearings held in Atlanta, Jesup, Dahlonega and Fort Valley. Each year, public hearings are typically held in different locations considered convenient to potential and actual beneficiaries to allow for a broader dissemination of program information and with accommodations for persons with disabilities. Atlanta is chosen each year in order to provide one location, which is centrally located and accessible for the majority of the state's population. Hearing attendees were provided with the following information:

- Consolidated Plan overview
- Strategic Plan priorities and objectives
- State housing and homeless needs data
- State housing market conditions
- Amount of assistance that the state expects to receive through the CDBG, HOME, ESG, and HOPWA programs
- Range of activities that may be undertaken with this assistance

In an effort to achieve maximum participation at these hearings, announcements were distributed by email across the state and published in the Albany Herald, Athens Banner-Herald, Atlanta Journal Constitution, Augusta Chronicle, Calhoun Times, Chattanooga Times Free Press, Columbus Ledger-Enquirer, Dahlonega Nugget, Dalton Daily Citizen News, Fort Valley Leader Tribune, Jesup Press Sentinel, Macon Telegraph, Rome News Tribune, Waycross Journal, Savannah Morning News Press, Valdosta Daily Times, and Waynesboro Burke County True Citizen. Notices were also mailed to affordable housing developers who are recipients of LIHTCs, homeless housing and service providers, Community Service Boards, members of the Statewide Independent Living Council, elected officials and selected administrators of local jurisdictions, Regional Commissions, the Housing Trust Fund for the Homeless Commissioners, the Board of Community Affairs, and other interested parties. A news release announcing the comment period and public hearings was sent to media statewide. The public hearing presentation was also made available for public review for fifteen days. All public and written comments received through the citizen participation process have been incorporated into this document.

Appendix B summarizes the comments received at these public hearings.

### **C. PUBLIC COMMENTS**

In accordance with the state's Citizen Participation Plan, the draft Consolidated Plan was also made available for public review for a thirty-day period beginning January 11, 2010. These comments are summarized in Appendix B. A comprehensive effort was made to disseminate draft versions of this Consolidated Plan. Over 5,000 notices of availability of the draft document were distributed across the state, including to the DCA Board Members, Georgia Housing Trust Fund for the Homeless Commissioners, all county commission chairpersons, the directors of community housing development organizations, various nonprofit housing developers, and interested citizens. Notices

were also mailed to recipients of LIHTCs, homeless housing and service providers including domestic violence and ESG recipients, local HUD program administrators, Community Service Regions local boards, Empowerment Zones, Enterprise Communities, Renewal Communities, and members of the Statewide Independent Living Council. Notice was also provided to elected officials and selected administrators of local jurisdictions, to each of the Regional Commissions, the Housing Trust Fund for the Homeless Commissioners, the Board of Community Affairs, and other interested parties.

The draft was made available for review on the DCA web site in a downloadable format. Hard copies of the plan were also made available upon request. Comments were received from the public via e-mail, and written letters and are included in Appendix C.

All public comments received through the citizen participation process have been incorporated into the final Consolidated Plan and are included for review in the appendices of this document.

## **Section III: Housing and Homeless Needs Assessment**

### **A. PROJECTED HOUSING NEEDS 2010 - 2012**

The most common type of household, claiming just over half of all households in Georgia, is the small family household with two to four people in it with at least one of the members related to the householder by birth or marriage. When considering those households with moderate income or lower (earning 80% or less of the median family income), 21% are elderly households (62 years +). The percentage of elderly households in Georgia will continue to rise as baby boomers age and household size continues to shrink.

Based on a review of key economic and demographic indicators, Georgia's housing needs are not likely to change substantially over the next three years. The rates of growth in population, employment, and personal income are not anticipated to increase substantially. While the absolute number of households will increase, the percentages of households affected by cost burden, overcrowding, or physically defective housing should remain the same.

The following tables present Georgia's projected housing needs by income and tenure category for elderly, small family and large family households. Data for the household category "All Other Household Types" is also presented. The tables and analysis are based upon the following criteria:

1. The distribution among income categories and between household types is based upon the updated Comprehensive Housing Affordability Strategy (CHAS) data based on HUD's American Community Survey 2005- 2007 information.
2. The projected growth rate for Georgia households from 2000 to 2010 was calculated from data obtained from the Georgia Office of Planning and Budget. Source: Georgia Office of Planning and Budget, 2010 Georgia Household Population Projections (issued September 2002).
3. DCA assumed that the distribution among income categories and between household types found in the revised CHAS data will not change significantly.

The projections were calculated using the updated Comprehensive Housing Affordability Strategy (CHAS) data based on the American Community Survey 2005-2007 information among income categories and between household types with the projected growth rate for Georgia households. The projections, however, do not take into account any future economic changes which may affect income, such as the increasing shift to low wage, service-oriented positions or the increasing use of temporary employees by both the public and private sectors. The discussions following the tables reflect the updated 2000 CHAS data.

**Table 1: PROJECTED Extremely Low Income Household Types: 0 -30% of MFI**

<b>HOUSEHOLD TYPE</b>	<b>2000</b>	<b>2007</b>	<b>2012</b>
<b>Renter Households</b>			
Total	219,012	296,015	373,018
Elderly	45,839	39,820	33,801
Small Family	79,707	123,645	167,583
Large Family	21,906	5,630	307
All Other Households	71,560	126,920	182,280
<b>Owner Households</b>			
Total	146,515	227,305	308,095
Elderly	67,587	71,565	75,543
Small Family	41,095	62,580	84,065
Large Family	10,108	4,120	3,186
All Other Households	27,725	89,040	150,355
<b>Total Households</b>			
Total	365,527	523,320	681,113
Elderly	113,426	111,385	109,344
Small Family	120,802	186,225	251,648
Large Family	32,014	9,750	3,493
All Other Households	99,285	215,960	332,635

Extremely Low Income Household Characteristics, 2007

- Small families comprise 42% of renters in this income category.
- Elderly households comprise 31% of owner households.
- Large families make up the smallest group in this income category, with 2% of renters and 2% of owners.
- Renters make up the majority of extremely low income households with 57%
- Owner households make up 43% of extremely low income households

Extremely Low Income Households Compared to All Income Categories, 2007

- 15% of all elderly households have extremely low incomes.
- 33% of elderly renters and 11% of elderly owners have extremely low incomes.
- Only 3% and 2% of all small and large families, respectively, are in the extremely low income owner household category.
- 12% of all household types are classified as having extremely low incomes.
- Households earning 30% or less of the MFI make up 24% of all renter households.
- Only 8% of owner households are in the extremely low income category.

**Table 2: Projected Low Income Household Types: 31 – 51% of MFI**

<b>HOUSEHOLD TYPE</b>	<b>2000</b>	<b>2007</b>	<b>2012</b>
<b>Renter Households</b>			
Total	157,037	304,685	452,333
Elderly	25,198	28,900	32,602
Small Family	65,594	106,590	147,586
Large Family	19,663	85,270	150,877
All Other Households	46,582	83,925	121,268
<b>Owner Households</b>			
Total	160,830	283,284	405,738
Elderly	69,896	96,570	123,244
Small Family	53,656	102,580	151,504
Large Family	15,934	5,895	3,823
All Other Households	21,344	78,239	135,134
<b>Total Households</b>			
Total	317,867	587,969	858,071
Elderly	95,094	125,470	155,846
Small Family	119,250	209,170	299,090
Large Family	35,597	91,165	146,733
All Other Households	67,926	162,164	256,402

Low Income Household Characteristics, 2007

- Small families comprise 35% of renter households in the low income category.
- Small family households have the greatest ownership percentage of low income households with a 36% share.
- The fewest household type continues to be large families, of which 93% are renters and 6% are owners.
- Owners make up 48% of low income households.
- Renter households have the majority with 52%.

Low income Households Compared to all Income Categories, 2007

- Elderly households have comparable proportions of owner (25%) and renter households (15%) in the low income category.
- 19% of all small family renters and 6% of all small family owners are considered low income.
- 80% of all large family renters and 9% of all large family owners are considered low income.
- 14% of all household types in all income categories are classified as having low incomes.
- Low income households make up 24% of renter households.
- Only 10% of all owner households are in the low income category.

**Table 3: PROJECTED Moderate Income Household Types: 51- 80% of MFI**

<b>HOUSEHOLD TYPE</b>	<b>2000</b>	<b>2007</b>	<b>2012</b>
<b>Renter Households</b>			
Total	215,761	264,535	313,309
Elderly	17,022	22,250	27,478
Small Family	93,318	129,945	166,572
Large Family	26,906	6,030	-1,393
All Other Households	78,515	106,310	134,105
<b>Owner Households</b>			
Total	303,202	459,415	615,628
Elderly	85,867	125,735	165,603
Small Family	134,084	219,025	303,966
Large Family	36,320	11,165	4,170
All Other Households	46,931	103,490	160,049
<b>Total Households</b>			
Total	518,963	723,950	928,937
Elderly	102,889	147,985	193,081
Small Family	227,402	348,970	470,538
Large Family	63,226	17,195	2,777
All Other Households	125,446	209,800	294,154

Moderate Income Household Characteristics, 2007

- Small families comprise 49% of renter households in the moderate income category.
- Small families have the larger share of owner households in the moderate income category with a 48% share.
- Large families have a 2% share of both renter and owner households in the moderate income category.
- Renters make up 37% of moderate income households.
- Homeowners comprise 63% of moderate income households.

Moderate Income Households Compared to All Income Categories, 2007

- Small family households have the largest share of households (48%) in the moderate income category.
- There are a slightly higher proportion of elderly owners (20%) than elderly renters (19%) in the moderate income category.
- 23% of small family renters and 13% of small family owners are considered moderate income.
- 6% of large family renters and 17% of large family owners are considered moderate income.
- 17% of all households have moderate incomes.
- 17% of all renter households and 16% of all owner households are of moderate income.

**Table 4: PROJECTED Middle to Higher Income Household Types: 81% of MFI and Over**

Household Type	2000	2007	2012
<b>Renter Households</b>			
Total	379,406	411,475	443,544
Elderly	21,022	26,870	32,718
Small Family	171,685	204,965	238,245
Large Family	35,387	9,000	307
All Other Households	151,312	170,640	189,968
<b>Owner Households</b>			
Total	1,413,119	1,961,205	2,509,291
Elderly	207,702	351,455	495,208
Small Family	877,950	1,255,440	1,632,930
Large Family	146,483	44,515	15,789
All Other Households	180,984	309,795	438,606
<b>Total Households</b>			
Total	1,792,525	2,372,680	2,952,835
Elderly	228,724	378,325	527,926
Small Family	1,049,635	1,460,405	1,871,175
Large Family	181,870	53,515	16,095
All Other Households	332,296	480,435	628,574

Middle to Higher Income Household Characteristics, 2007

- Small families comprise 50% of renter households in the middle to higher income category.
- Small families have the larger share of owner households in the middle to higher income category with 64%.
- Elderly households account for 7% of renter and 18% of owner households in the middle- to higher-income category.
- Large families have a 2% share of renter and a 2% share of owner households.
- Renters make up 17% of middle to higher income households.
- 83%) of middle to higher income households are homeowners.

Middle to Higher Income Households Compared to all Income Categories, 2007

- Small families account for 62% of all households with middle to higher incomes.
- A higher proportion of elderly owners exists (54%) than elderly renters (23%) in the middle to higher income category.
- 36% of all small family renters and 77% of all small family owners are considered middle to higher income.
- 9% of all large family renters and 68% of all large family owners are considered middle to higher income.
- 57% of all household are middle to higher income.
- 32% of renters and 67% of owners are in the middle to higher income category.



**Table 5: PROJECTED All Household Types: All Income Levels**

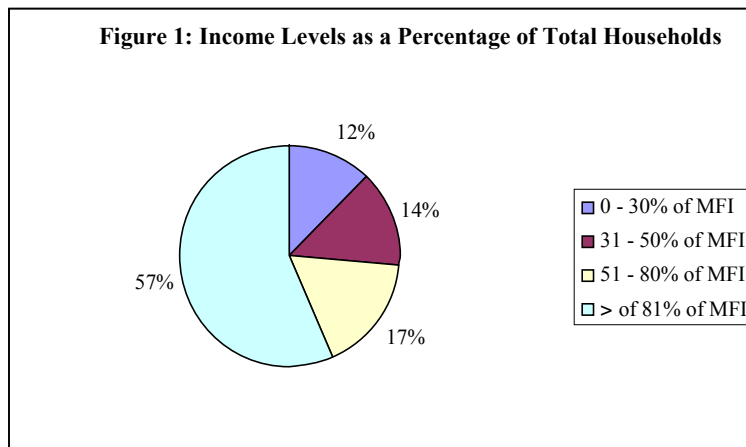
<b>Household Type</b>	<b>2000</b>	<b>2007</b>	<b>2012</b>
<b>Renter Households</b>			
Total	971,216	1,276,710	1,582,204
Elderly	109,081	117,840	126,599
Small Family	410,304	565,145	719,986
Large Family	103,862	105,930	159,929
All Other Households	347,969	487,795	627,621
<b>Owner Households</b>			
Total	2,023,666	2,931,209	3,838,752
Elderly	431,052	645,325	859,598
Small Family	1,106,785	1,639,625	2,172,465
Large Family	208,845	65,695	26,968
All Other Households	276,984	580,564	884,144
<b>Total Households</b>			
Total	2,994,882	4,207,919	5,420,956
Elderly	540,133	763,165	986,197
Small Family	1,517,089	2,204,770	2,892,451
Large Family	312,707	171,625	186,897
All Other Households	624,953	1,068,359	1,511,765

Characteristics of All Households, 2007

- Small families comprise 44% of all renter households.
- Small families are largest share of owner households, with 56%.
- Elderly households account for 9% of renter and 22% of owner households.
- Large families have an 8% share of renter and a 2% share of owner households.
- Renters make up 30% of all households.
- 70% of households are homeowners.

Comparison of All Income Categories, 2007

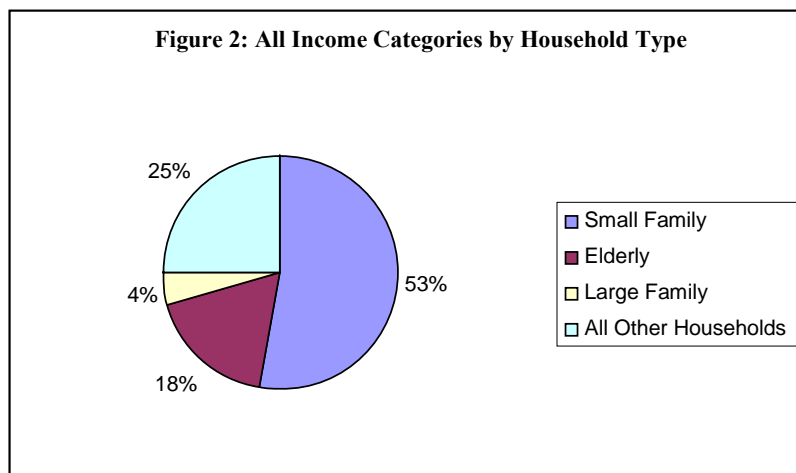
- The largest share (57%) of all household types is classified as earning middle to higher income (81% or more of the MFI) (see Figure 1).
- 12% of all households earn 30% or less of the MFI.
- Low income households (31% to 50% of MFI) make up 14% of all households.
- Moderate income households (51% to 80% of MFI) make up 17% of all households.



Source: HUD, *CHAS Data Book* (issued 2009)

#### Comparison of All Income Categories, 2007 (continued)

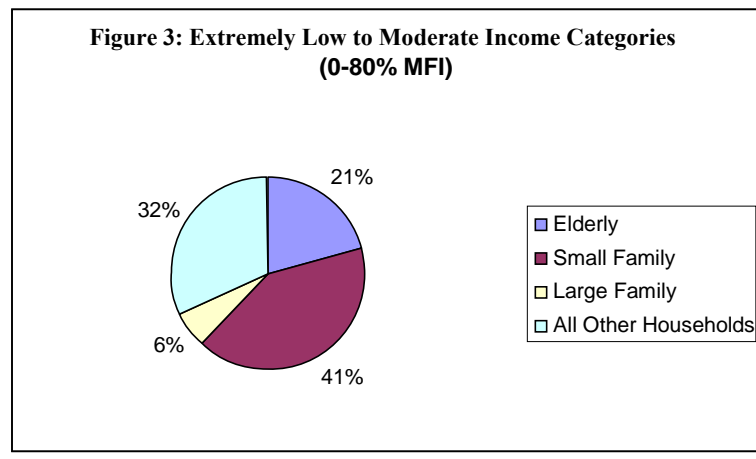
- Small families have the largest share of households in all income categories with 53% of households (see Figure 2).
- Elderly households make up 18% of all households.
- Large families account for 4% of all households.
- 25% of all households are classified as “Other.” This category includes single person households under age 62 and unrelated individuals living together.



Source: HUD, *CHAS Data Book* (issued 2009)

## Affordable Housing Needs Focus

Income categories from 0 to 80% of MFI are considered as the focus of the Consolidated Plan related to need (see Figure 3).



Source: HUD, *CHAS Data Book* (issued 2009)

Of this group, 41% are small families, 21% are elderly households, and 6% are large families.

## **B. CATEGORIES OF PERSONS AFFECTED**

This section examines income, tenure, housing conditions, and household types in an effort to identify Georgia's housing needs. This analysis only considers certain household types as required by the consolidated planning guidelines, such as the elderly, small families, large families, and single persons. Excluded categories include, among others, unrelated individuals living together. The housing need of this diverse household type is difficult to pinpoint for lack of available information.

The following analysis, based upon the updated Comprehensive Housing Affordability Strategy (CHAS) data based on the American Community Survey 2005-2007 information, examines the housing condition affecting each income category and each household type. The consolidated planning guidelines require a discussion of the cost burden, severe cost burden, overcrowding, and substandard housing conditions for each income category and household group. For the purposes of this discussion, a substandard unit is defined as one where at least one of the following conditions exists.

- The unit lacks a complete kitchen (needing either an installed sink with piped water; a range, cook stove, or cook top and microwave or convection oven; or a refrigerator).
- The unit lacks complete operable plumbing (needing hot and cold piped water, a usable flush toilet, and a bathtub or shower for the exclusive use of a family).
- The unit does not have electricity or has inadequate or unsafe electrical service; safe or adequate source of heat.
- The unit is overcrowded (with more than 1.01 persons per room).

- The household is cost burdened (HH pays more than 30% of income for shelter).

A unit is considered to be in standard condition when none of the above conditions exists. In addition, a unit is considered to be in substandard condition, but suitable for rehabilitation, when the unit does not meet the current local or state building codes, yet the cost to rehabilitate the unit does not exceed 75% of the after rehabilitation appraised value.

These indicators of a substandard unit, however, do not encompass the majority of housing problems. For instance, this data does not capture conditions such as a leaking roof, a sagging porch, a deteriorated foundation, a leaning exterior wall, or unsafe wiring. The U.S. Census Bureau stopped gathering more detailed housing quality data after 1970. As a result, analysts often use the age of the housing stock as a proxy for overall housing quality. Approximately 90% of all housing units in Georgia were constructed prior to 1950. This proxy, however, again does not necessarily address the true physical condition of Georgia's housing units.

In order to obtain a broader picture of Georgia's housing conditions, information on the housing problems is presented for all income levels. The analysis that follows briefly examines the status of households in Georgia and evaluates the circumstances of each household category and income group. Data for this analysis is contained in the preceding five tables and their related figures. Concluding this section is a study of the racial or ethnic groups who have a disproportionately greater need than found within any of the income or household categories examined.

### **(1) All Households**

#### ***Household Categories***

As seen in Figure 2 above, small family households are the largest single household group examined, constituting nearly 53% of all households. This proportion is expected to rise as household size continues to decrease. The average family size has changed greatly over the course of history. Over the past ten years, family size has fluctuated with economic and cultural trends. The next largest group (besides all other households at 21%) consists of elderly households with 18% of the estimated households in Georgia. This percentage is also expected to rise as baby boomers reach retirement age. The smallest of the groups considered is large family households with 10% of Georgia households. Detailed explanation of the composition of each household type is included later in this section.

#### ***Income Groups***

As seen in Figure 3 above, approximately 41% of all Georgia households have an income ranging between 0% and 80% of the median family income. Of these low- or moderate-income households, 21% are elderly, 41% are small families, and 6% are large families. However, when all households are compared, regardless of income, only 18% are elderly, 51% are small families, and 6% are large families. These two sets of figures give indication that elderly households are over represented within moderate-income levels

and lower, and small families underrepresented. Large families appear to be relatively consistent with their percentage of total households.

### ***Tenure***

Homeownership rates vary depending on demographic characteristics of households such as ethnicity, race, type of household as well as location and type of settlement. Owning one's home has long been considered a part of the American Dream. After hitting a peak in 2004, homeownership rates have since declined slightly; overall, however, the rates have not fluctuated much during the past ten years. In the first quarter of 2009, the homeownership rate was 68.2%. The homeownership rate has been more than 60 percent since 1960s, with roughly two out of three people owning homes since 1997.<sup>1</sup> According to the U.S. Census Bureau, the homeownership rate in Georgia has declined 2.4 basis points from 68.2 in the first quarter of 2009 to 65.8 in the third quarter of this year. While homeownership may increase in future years, the growth rate is not expected to be as dramatic as in recent history since interest rates have begun to rise. However, mortgage rates are still comparatively lower than those found over the last 30 years.

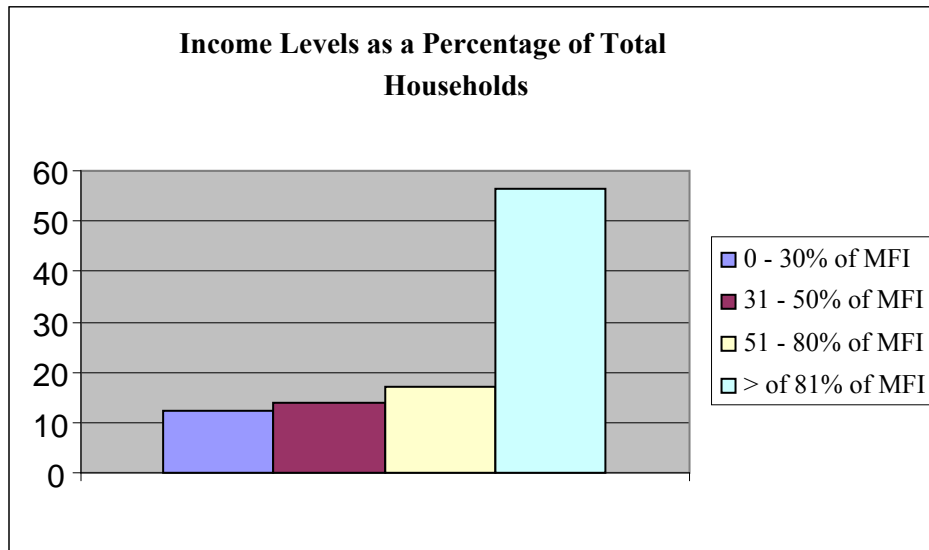
Census data indicates that as the income levels raises for Georgians so does homeownership. As income levels exceed 80% of median family income, the percentage of homeowners is greater than the average homeownership rate for Georgia (71.4% in 2003). This fact indicates that the "other" households, including one person and non-related individuals living together, with middle- to high-incomes, continue to rent rather than purchase a home. The third quarter of 2009 reflects the South as having the second highest rate, slightly behind the Midwest. The homeownership rate for households with a family incomes greater than or equal to the median family income was slightly lower than a year ago. Across all income categories, elderly households have the highest proportion of homeownership related to other households in each income category. The majority of small families are actually homeowners except in the extremely low-income category.

The smallest share of income for all income types as reflected in the Figure below is the extremely low income. Data suggest that is slightly fewer than twelve percent while the largest share of all household types is classified as earning more than 81% or more of the median family income. This figure reflects a large discrepancy.

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<sup>1</sup> Hoover Institution Stanford University, Facts on Policy: Homeownership Rates

**Figure 4: Income Levels**



### ***Housing Problems***

Regardless of tenure or income, approximately 27% of Georgia households have been estimated as having housing concerns. The most common problem affecting all households is cost burden. Twenty-nine percent (29%) of Georgia households pay 30% or more of their income for housing. At least 9% of all Georgia households are severely cost burdened and devote at least 50% of their income for housing. Renter households are more severely cost burdened at the extremely low-income levels than homeowners. In contrast, homeowners in the three higher income categories are more cost burdened than renters.

Back in 2003 a report was issued by the University of Georgia's Housing and Demographics Research Center that stated that overcrowded housing units made up 4.8% of all occupied housing units in Georgia in 2000.<sup>2</sup> Asians (17.6%) and persons of other races (35.8%) were more likely than Blacks (8.3%) and Whites (2.3%) to live in overcrowded units. Hispanics were more likely to live in overcrowded housing units than all races. At any income level, Georgia's renter households are more likely to live in overcrowded units than owner households (9.8% compared to 2.4% of owner households). Today, Census records do not reflect updated estimates by race however, over 68,000 owners report having a crowding problem along with 42,840 renters at all income levels.

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<sup>2</sup> Karen Tinsley and Brenda Cude, *State of the State's Housing: Service Delivery Regions – Overview* (Athens, GA: University of Georgia Housing and Demographics Research Center, July 2003) 44. Available online: [http://www.dca.state.ga.us/publications/SRHR\\_GeorgiaOverview.pdf](http://www.dca.state.ga.us/publications/SRHR_GeorgiaOverview.pdf)

On the other hand according to the latest Census data, less than 1% of housing in Georgia lacked a complete kitchen and complete plumbing (0.5% and 0.6%, respectively). Overall, 45% of renters, compared to 23% of homeowners, have at least one housing problem.

Based on Table 6 below it appears that there are at least 1,105,795 lows- to moderate-income households with housing needs in Georgia. The most common form of housing problem is cost burden.

**Table 6: Housing Needs by Tenure in Georgia**

Housing Needs	Tenure			
	Owner		Renter	
	Number	Percent	Number	Percent
Cost Burdened	366,425	16%	215,785	20%
Severely Cost Burdened	224,315	10%	222,050	10%
Overcrowded	22,005	.09%	35,615	.03%
Substandard	9,730	.43%	9,870	.91%
Total Needs	622,475	27%	483,320	45%

Source: HUD CHAS data for States, Counties, and Minor Civil divisions based on the American Community Survey 2005-2007.

## **(2) Georgia's Extremely Low Income**

Extremely low-income households earn an income within 0 to 30% of the median family income. In Georgia, 12% of all households are considered extremely low income. Only 48% of these households own their homes, and account for only 9% of owner households across all income categories.

This income group is also the most affected by housing problems. Similarly less than three out of every four extremely low-income households have at least one housing problem. Cost burden is the most common issue, affecting approximately 74% of these households. Almost 59% are severely cost burdened.

Other housing problems, such as overcrowding and incomplete kitchen or plumbing facilities, are also common in this income group. Less than 10% of all households and with less than 5% of all renters with extremely low incomes experience these conditions. Please note: data is inclusive of overcrowding and substandard housing.

## **(3) Georgia's Low-Income**

Low-income households earn an income within 31% to 50% of the median family income. Approximately 14% of Georgia's households fall into this category with an ownership rate of 48%. However, homeowners in this category account for only 8% of all homeowners. There are 28% of owners with any type of housing problems.

Substandard housing is common for both renters and homeowners with low incomes. Almost 84% of renters and almost 59% of homeowners experience at least one housing problem. Cost burden is the largest of the identified problems. At least 58% of all low-

income households are cost burdened. Over 25% of all low-income households are severely cost burdened.

Other housing problems, such as overcrowding and incomplete kitchen or plumbing facilities, affects approximately 9% of all households and at least 13% of all renters with low incomes.

#### **(4) Georgia's Moderate-Income**

Moderate-income households earn an income within 51% to 80% of median family income. In Georgia, one third of the both owners and renter households included in this category are moderately cost burden. Less than 40% of moderate-income households rent their housing.

Renters in this income category are again more likely to have housing problems than owners. Cost burden continues to be the most recurrent problem, affecting approximately 30% of all households. However, severe cost burden affects a larger portion of homeowners as opposed to renters.

Other housing problems, such as overcrowding and incomplete kitchen or plumbing facilities, affects approximately 8% of all households and approximately 12% of all renters with moderate incomes.

#### **(5) Georgia's Middle- and Higher-Income**

Middle- and higher-income households earn an income of 81% or more of median family income. Housing problems affect only a small portion of this income group's households however, cost burden and overcrowding are the most common problems of this group.

Other housing problems affects less than 2% of both renters and owner households with middle to high incomes.

#### **(6) Elderly Households**

There is much concern regarding the aging of the "baby boomer" generation and the impact this will have on social issues such as housing. Census estimates for 2008 indicates that Georgia has the fifth largest percentage of this population over 65 of any state in the nation. Most of the projected growth of the elderly population (65 years old and over) is concentrated in the West and South. In fact, the population aged 65 and older actually increased from 9.5% in 2000 to 10.2% in 2008. Several states have experienced dramatic growth in their older population over the past five years. Seven states have more than two times the average growth: Utah, Arizona, Idaho, Colorado, Georgia, New Mexico, and Delaware. Georgia currently has over 943,000 persons age 65 and older. There are 3.4 million total households in Georgia with 243,980 of those households who are 65 years and older. However, the median age of the state population has increased since 2000 Census to 33.4 years, almost two years older than the 1990 number of 31.5 years. The median age has increased, in large part due to the in-migration of people into the State. According to CDC's "An Introduction to the Health of Older Americans" two factors — longer lives and aging baby boomers — will double the population of



Americans aged 65 or older during the next 25 years. By 2030, there will be about 71.5 million older persons, almost twice their number in 2005.<sup>3</sup>

HUD defines an elderly household as a one or two person household in which the householder or spouse is at least 62 years of age. According to CHAS data, Georgia's elderly households are estimated to constitute 27% of the total households for the state. Elderly households as a group generally has lower incomes when compared to all other household types with just over 50% of all elderly households falling below 80% of median family income (see Table 7).

**Table 7: Elderly Households by Income, 2006-2008**

<b>Income Category</b>	<b>Number of Elderly Households</b>	<b>% of Elderly Households Within Income Category</b>	<b>% of All Elderly Households</b>
Extremely Low Income (0% - 30% MFI)	111,385	27%	15%
Low Income (31%-50% MFI)	125,470	33%	16%
Moderate Income (51% - 80% MFI)	147,985	26%	19%
Middle to Higher Income (>81% MFI)	378,325	19%	50%
<b>TOTAL</b>	<b>763,165</b>	<b>--</b>	<b>100%</b>

Source: HUD, *CHAS Data Book 2009*

### ***Tenure***

Although a much larger percentage of elderly households are homeowners, more than half of elderly homeowners have incomes of 80% or less of the median income. According to 2008 estimates, 28% of elderly households own their home and about 13% is renter, although 23% of these households have moderate incomes or lower. Despite the lower incomes, elderly households have a higher homeownership percentage across all income levels, including the average rate for all households for the State of Georgia.

There is a wide disparity among all elderly renters and owners. Fifty percent (50%) of all elderly households are in the middle to higher income category. For this plan, the most significant figures indicate that 40% of elderly homeowners are below the 80% of median income. These estimates are a concern due to those in these income categories may face the danger of losing their investments and independence due to the inability to keep their homes safe and accessible.

### ***Housing Problems***

Georgia's elderly households experience a very high number of housing problems. The majority of elderly households with housing problems, such as cost burden, overcrowding, and substandard housing, are also low-income. Generally, housing problems decrease as household income increases. Moreover, as shown in Table 8, tenure is a significant factor in the existence of housing problems. Approximately 74% of all

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<sup>3</sup> Administration on Aging, U.S. Department of Health and Human Services, *A Profile of Older Americans* 2007 p. 3

elderly low-income renters (with incomes less than 50% of MFI) and 67% of all elderly low-income owners have housing problems. In comparison, 54% of all low-income household renters and 49% of all low-income household owners have housing problems.

**Table 8: Housing Problems by Tenure and Income Level for Elderly Households**

Income Category	Elderly Renters		Elderly Owners	
	Number	Percent	Number	Percent
Extremely Low Income (0% - 30% MFI)	30,335	15%	53,965	46%
Low Income (31%-50% MFI)	21,120	14%	43,640	39%
Moderate Income (51% - 80% MFI)	11,055	10%	36,995	22%
Middle to Higher Income (>81% MFI)	4,425	14%	37,735	16%
TOTAL	66,935	14%	172,335	28%

Source: HUD, *CHAS Data Book*

Based on the updated CHAS data, where the largest housing problem is cost burden, elderly households are no different. Based on these estimates, almost half all elderly households in Georgia are cost burdened, paying more than 30% of their income for shelter. HUD has also reported that, nationwide, nearly a third of the older population is paying more than they can afford for housing. This fact contradicts commonly held assumptions that most elderly households have paid off their mortgages before reaching retirement age.

Estimated numbers of affected households are listed in Table 9. The housing problem type “Any Housing Problems” includes cost burden greater than 30% of income and/or overcrowding and/or units without complete kitchen or plumbing facilities. As with elderly renters, the extent of housing problems for elderly homeowners varies across income levels. At the time of this writing, data that separates elderly overcrowding, cost burden and substandard housing into distinct categories were not available.

**Table 9: Type of Housing Problems for Elderly Households**

Housing Problem Type	Number	Percent
Cost Burdened >30%	64,760	10%
Severely Cost Burdened >50% only	48,050	8%
Any Housing Problems	1,116,565	33%

Source: CHAS data for States, Counties, and Minor Civil divisions based on the American Community

## **(7) Small Family Households**

It is generally accepted that Americans have continued to have fewer children per family, especially within the metropolitan areas. HUD defines a small family as a household with two to four members with at least one member related to the householder by birth, marriage, or adoption. Small families constitute the majority of Georgia households with a 65% share. They also have 53% of households with incomes less than 80% of the median family income.

Small family households are generally wealthier per household than any other household type. They account for 61% of all household types within the middle- to higher-income category. The small family household is the dominant Georgia household type in all

income categories. Table 10 illustrates the number of small family households in Georgia.

**Table 10: Small Family Households by Income, 2006-2008**

<b>Income Category</b>	<b>Number of Small Family Households</b>	<b>% of Small Family Households Within Income Category</b>	<b>% of All Small Family Households</b>
Extremely Low Income (0% - 30% MFI)	186,225	45%	8%
Low Income (31%-50% MFI)	209,170	55%	9%
Moderate Income (51% - 80% MFI)	348,970	61%	16%
Middle to Higher Income (>81% MFI)	1,460,405	73%	66%
TOTAL	2,204,770	--	100%

Source: HUD, *CHAS Data Book* 2009

### ***Tenure***

The majority of Georgia's small family households (65%) are homeowners. This homeownership rate is larger than the state as a whole. Furthermore, the homeownership rate for small families increases as income increases. However, in the extremely low and low-income categories, small family households are less likely to be homeowners. This disproportion may be attributed to the fact that single-parent families are considered in the small family household type and are typically among the lowest in income. Thus, when single parent and dual-income couple households are in the same category, a large imbalance occurs within the small family household type and significant housing affordability problems will persist at the lowest income levels.

### ***Housing Problems***

Generally, housing problems decrease for both renters and homeowners as income levels increase (see Table 11). Consequently, housing problems are more common for both renters and owners in the extremely low and low-income categories. Within the lowest category, renters experience more difficulties. However, above moderate-income levels, small family homeowners encounter a larger portion of housing problems. The need for assistance may be indicated by increased access to affordable housing, or by providing assistance for maintenance or upgrades.

**Table 11: Housing Problems by Tenure and Income Level for Small Families, 2006-2008**

<b>Income Category</b>	<b>Small Family Renters</b>		<b>Small Family Owners</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Extremely Low Income (0% - 30% MFI)	123,645	11%	62,580	3%
Low Income (31%-50% MFI)	106,590	10%	102,580	4%
Moderate Income (51% - 80% MFI)	129,945	12%	219,025	10%
Middle to Higher Income (>81% MFI)	204,965	19%	1,255,440	55%
TOTAL	565,145	52%	1,639,625	71%

Source: HUD, *CHAS Data Book*

Cost burden, as with elderly households, is the most prevalent housing problem for small family households affecting almost one in four households. Within all cost burdened

small family households, over 65% of small family households pay 50% or more of their income on housing.

As in other household categories, the extent of housing problems differs by tenure and income level for small families. Cost burden affects a high percentage of both owners and renters at the extremely low, low-, and moderate- income levels. Estimated numbers of affected households are listed in Table 12. The housing problem type “Any Housing Problems” includes cost burden greater than 30% of income and/or overcrowding and/or units without complete kitchen or plumbing facilities. Approximately 15% of small family households experience overcrowding and/or substandard housing conditions.

**Table 12: Type of Housing Problems for Small Family Households**

Housing Problem Type	Number	Percent
Cost Burdened >30%	323,895	39%
Severely Cost Burdened >50% only	216,920	26%
Any Housing Problems	349,010	15%

Source: CHAS data for States, Counties, and Minor Civil divisions based on the American Community Survey 2005-2007

### **(8) Large Family Households**

The established trend for household size has indicated that Americans have continued to have fewer children per family, especially within the metropolitan areas. Average household size has dropped from 3.4 people to 2.6 people between 1960 and 2007 (U.S. Census Bureau, 2007.) The U.S. Department of Housing and Urban Development defines a large family as a household consisting of five or more members with at least one person related to the householder by birth, marriage, or adoption. Of the household types considered, large family households constitute the smallest share of total households in Georgia with a relative share of 10%. The portion increases slightly to 11% when only households with over 80% median family income or less are considered.

As seen in Table 13, the percentage of large family households within a given income category is relatively consistent between income categories with only a 1% range of relative share.

**Table 13: Large Family Households by Income, 2006-2008**

Income Category	Number of Large Family Households	% of Large Family Households Within Income Category	% of All Large Family Households
Extremely Low Income (0% - 30% MFI)	9,750	2%	11%
Low Income (31%-50% MFI)	11,165	3%	12%
Moderate Income (51% - 80% MFI)	17,195	3%	19%
Middle to Higher Income (>81% MFI)	53,515	3%	58%
TOTAL	91,625		

Source: HUD, CHAS Data Book 2009

Additionally, the wealth distribution of the large family household is fairly representative of that of all household types in Georgia.

### ***Tenure***

Forty-two percent (42%) of all large family households are below 80% median income category, while fifty eight percent is concentrated in the middle- to higher-income category. Income appears to be a barrier to homeownership for large families in the lower income categories.

### ***Housing Problems***

Housing problems are significant for both large family owners and renters (see Table 14). Of all large families at or below moderate income, both renters and owners experience at least one housing problem.

**Table 14: Housing Problems by Tenure and Income Level for Large Family Households, 2006-2008**

Income Category	Large Family Renters		Large Family Owners	
	Number	Percent	Number	Percent
Extremely Low Income (0% - 30% MFI)	5,630	.5%	4,120	.2%
Low Income (31%-50% MFI)	5,270	.5%	5,895	.3%
Moderate Income (51% - 80% MFI)	6,030	.6%	11,165	.5%
Middle to Higher Income (>81% MFI)	9,000	.8%	44,515	2%
TOTAL	25,930	2%	65,695	3%

Source: HUD, *CHAS Data Book*

As is found throughout all household categories in Georgia, the extent of housing problems for large families differs by tenure and income level. Our analysis suggests that these homeowners may have overstretched their income to purchase larger units that accommodate their family size. These trends suggest that a lack of affordable, large housing units in Georgia exists to accommodate these large families.

Estimated numbers of affected households are listed in Table 15. The housing problem type “Any Housing Problems” includes cost burden greater than 30% of income and/or overcrowding and/or units without complete kitchen or plumbing facilities. Approximately 29% of large family households experience overcrowding and/or substandard housing conditions. This, in turn, also indicates a short supply of affordable units of sufficient size to accommodate large families.

**Table 15: Type of Housing Problems for Large Family Households, 2000**

Housing Problem Type	Number	Percent
Cost Burdened >30%	54,730	19%
Severely Cost Burdened >50% only	37,185	13%
Any Housing Problems	288,995	0.08%

Source: CHAS data for States, Counties, and Minor Civil divisions based on the American Community Survey 2005-2007

## **(9) Single-Person Households**

The estimates and projections used in this section of the plan were derived from data provided by CHAS Data. Unfortunately, this data did not provide specific information for single-person households (except for elderly households which may include one or two members, as already discussed previously). Thus, given the available data for this household type, the following discussion will not include detailed information about income categories, tenure, and housing problems.

Nationally, the proportion of single-person households remained the same from 2000 Census figures to 25.6% in 2008.<sup>4</sup> Current Census estimates for 2008 indicate that 910,777 persons, 26% of Georgia's total households consisted of householders living alone, closely matching the national percentage. Eight percent (8%) of Georgia's total households were elderly householders over the age of 65 living alone. Nineteen percent (19%) of one-person households owned their housing units, whereas almost 33% rented. Females were more likely to live alone than males (13% to 10%, respectively), closely matching the national distributions of 15% and 11%, respectively.

## **(10) Households with Persons with Disabilities**

The Census Bureau defines disability as a long-lasting physical, mental, or emotional condition. Persons with sensory, physical, mental, self-care and mobility disabilities have limited access to job opportunities, transportation, housing, and social services. Georgia is the ninth largest state based on population in the United States. According to the U.S. Census Bureau, the estimated population in 2008 was 9,685,744 and this is an 18.3% increase since April 2000. According to 2007 Census data, Georgia has 1,445,812 persons with a disability age 5 and over. In 2007, the prevalence of disability in GA was 14.2 percent for persons ages 5 +, 5.4 percent for persons ages 5 to 15, 6.4 percent for persons ages 16 to 20, 12.7 percent for persons ages 21 to 64, 33.9 percent for persons ages 65 to 74, and 59.1 percent for persons ages 75 and older.<sup>5</sup> Among the six types of disabilities identified in the American Community Survey, the highest prevalence rate was for "Physical Disability," 9.1 percent. The lowest prevalence rate was for "Self-Care Disability," 2.9 percent for all ages.

As noted above, persons with disabilities are more likely to be poor. Georgia has significant problems with poverty, with an average per capita income that places the state 34<sup>th</sup> in the nation in this category. Consequently, households with persons with disabilities need greater access to decent, affordable housing.

### ***Metropolitan Area Variations***

Irrespective of age, a higher percentage of the population with disabilities resides in the state's non-metropolitan areas, where access to support and options is sometimes limited. According to the Georgia State Plan for Aging, the largest percentages of persons with disabilities reside in the Atlanta Region followed by Northwest Georgia. The lowest

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<sup>4</sup> Selected Social Characteristics in the United States 2006-2008: American Community Survey

<sup>5</sup> 2007 Disability Statistics Available online: <http://www.ilr.cornell.edu/edi/disabilitystatistics>

region with persons 65+ with a mobility or self-care limitation reside in the Heart of Georgia Altamaha.

### **(11) Households with Persons with HIV/AIDS**

As stated in Section III.A, the estimates and projections used in this section of the plan were derived from data provided by the U.S. Census Bureau and the HUD (namely the CHAS Data Book). Unfortunately, this data did not provide specific information for households with persons with HIV/AIDS. Thus, given the available data for this household type, the following discussion will not include detailed information about income categories, tenure, and housing problems.

More than 1.1 million AIDS cases have been documented since the start of the epidemic in the U.S. and dependent areas.<sup>6</sup> In 2006, the overall rate of HIV diagnosis in 33 states was 18.5 per 100,000 persons.<sup>7</sup> From 2004 through 2007, the estimated number of newly diagnosed HIV/AIDS cases in the 34 states with confidential name-based HIV infection reporting increased 15%. According to the 3<sup>rd</sup> Quarter 2008 Surveillance Report for the State of Georgia, the number of cumulative AIDS/HIV cases reflects 48,637 people living with AIDS as of September 2008. The prevalence of HIV infection (non-AIDS) in Georgia's population was not known prior to 2003 since the state did not require it to be reported. Georgia implemented a confidential name-based HIV infection case surveillance in December 2003, and reported data for the first time to be include tabulation and presentation of estimates of HIV/AIDS in the 2006 issue of the *HIV/AIDS Surveillance Report*.

### ***Metropolitan Area Variations***

The HIV/AIDS epidemic continues to grow in Georgia. According to the Centers for Disease Control (CDC), Georgia ranked eighth in the nation in the number of cumulative AIDS cases as of July 2008. CDC reported that in 2007, 1,691 persons were newly diagnosed with HIV (not AIDS) and 1,040 newly diagnosed with AIDS in Georgia. The majority of these new cases were male. The majority of people living with AIDS in Georgia reside in the Metro Atlanta area, specifically in Fulton and DeKalb Counties.<sup>8</sup> Atlanta has one of the tenth highest reported AID cases for a metropolitan area, reflecting 17,509 infected persons. Other reporting Health Districts with high populations of AIDS cases include Albany, Augusta, Coastal area, Cobb-Douglas Counties, East Metro, Macon, and Clayton County.

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<sup>6</sup> HIV/AIDS Surveillance Report from the Centers for Disease Control and Prevention (CDC), "Cases of HIV infection and AIDS in the United States and Dependent Areas, 2007" published online February 2009. Available online: [http://www.hivandhepatitis.com/recent/2009/022409\\_b.html](http://www.hivandhepatitis.com/recent/2009/022409_b.html)

<sup>7</sup> CDC HIV/AIDS Media Facts

<sup>8</sup> 3<sup>rd</sup> Quarter 2008 Surveillance Summary: Number of Cumulative AIDS/HIV Cases, Fulton and DeKalb Health Districts.

## ***Housing Problems***

Many people living with AIDS are in need of some form of housing assistance. These individuals are either in danger of homelessness, are homeless, or have experienced homelessness at some time. Persons living with HIV/AIDS have a high rate of housing instability (30-40%) , and rates of homelessness among persons living with HIV/AIDS who are unconnected to medical care are especially high (72%) according to a long term study of persons living with HIV/AIDS in New York City.<sup>9</sup> The costs of health care and medications for persons living with HIV/AIDS, limited incomes or reduced ability to keep working are often too high for people to keep up with both housing and medical costs. In addition, this group of people could constantly be in danger of losing their jobs due to discrimination or as a result of frequent health-related absences. Stable housing is the cornerstone of HIV/AIDS treatment, allowing persons with HIV/AIDS to access comprehensive healthcare and adhere to complex HIV/AIDS drug therapies. Of the participants in the CHAIN study, ten percent (10%) were homeless at the time of the survey, twelve percent (12%) were previously homeless but in a temporary or transitional housing program at the time of the survey, and a total of thirty percent (30%) reported having been homeless or unstably housed currently or at least once during the six months prior to the interview.<sup>10</sup> Based on the long-term research in New York, at least 35% of persons living with HIV/AIDS will need some type of housing assistance at some point during their lifetimes. Based on the number of persons living with HIV/AIDS who receive housing through HOPWA and who also have an income below \$30,000, the National AIDS Housing Coalition estimates the percentage of persons living with HIV/AIDS needing some form of housing assistance to be 72%.<sup>11</sup>

In Metropolitan Atlanta, as well as in other parts of Georgia, the supply of supportive housing units with services is limited as well as the limited availability of affordable and/or subsidized housing. Multiple sources report that there can be a waiting time of 6 months to a number of years for subsidized housing in metropolitan areas and other parts of Georgia. For instance, the Atlanta Housing Authority (AHA) indicates that there are currently over 6,000 names on the waiting list for subsidized housing, and the waiting list isn't expected to open anytime soon. In addition, a proportionally large percentage of people pay well over 30% of their monthly income on housing. In Georgia, the 2008 Fair Market Rent for a two-bedroom apartment was \$762, but the amount a person living with AIDS could receive from Social Security Income (SSI) was \$202 (a gap of \$560) according to the National Low Income Housing Coalition.<sup>12</sup>

It is estimated that half of people living with HIV/AIDS across the nation require housing assistance at some point during their illness. A growing number of people with HIV/AIDS are already homeless when they become ill and find themselves shuffled between unstable situations in acute care hospitals, medically unsafe shelter facilities and

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<sup>9</sup> NYC C.H.A.I.N. Report 2006-5; Columbia University, Mailman School of Public Health; *Housing Need, Housing Assistance, and Connection to HIV Medical Care*; [http://www.nyhiv.com/data\\_chain.html](http://www.nyhiv.com/data_chain.html)

<sup>10</sup> NYC C.H.A.I.N. Report 2006-05...

<sup>11</sup> National AIDS Housing Coalition; HOPWA 2010 Budget Request NAHC recommendations; <http://www.nationalaidshousing.org/PDF/2010%20HOPWA%20need%20paper.pdf>

<sup>12</sup> National Low Income Housing Coalition; *Out of Reach 2009*.



the streets.<sup>13</sup> Unfortunately, the AIDS Housing Coalition has found that funding for housing programs such as HOPWA is inadequate to meet the need as housing costs continue to increase. Despite the growing number of jurisdictions eligible for funding, the program was cut by more than 9 million dollars from the FY 2004 level. The FY 2008 HOPWA appropriation of \$300.1 million must support the delivery of housing and related services to 70,500 households in 127 jurisdictions eligible for HOPWA formula allocations (39 states and 83 cities for their metropolitan areas). HOPWA must also fund approximately 85 active competitive grants to aid roughly 4,900 households living with HIV/AIDS with some form of housing assistance. Clearly, the need far outstrips available funding.<sup>14</sup> Since market rate housing is not an alternative for low-income persons with HIV/AIDS, these individuals must often reside in economically depressed or high crime neighborhoods.

Persons living with HIV/AIDS also face numerous obstacles that can jeopardize their housing situation, including discrimination based on their medical condition; progressions in their illness requiring increased medical care; and the limitation created by the disease on employment capabilities and financial resources. Barriers to providing housing and services to people living with AIDS in rural communities can also include transportation difficulties, lack of service providers, and a reluctance to seek help for a variety of reasons.

Affordable single or multifamily units, as well as transitional housing units, are keys to stabilizing the housing problems of marginally housed individuals and families. In addition, since many people living with HIV/AIDS are also substance abusers or have chronic mental health issues, transitional facilities or permanent supportive housing programs that can offer supportive services are needed.

Other marginally housed individuals and families include those who are dependent and are living with family or friends in temporary or unstable situations. These individuals are at risk of losing their shelter at any time. When their care becomes too stressful or financially burdensome for the householder, the HIV/AIDS victim is often asked to leave the home.

Based on responses to the Continuum of Care Bed Inventories and the Point-in-time Census in 2009, the State estimates that 456 HOPWA-eligible households have unmet housing needs (individual and/or family households) in the balance of state's HOPWA 127-county coverage area. The estimated housing need of 456 most likely under-represents the true need for this population, but unfortunately, there is no other data to compare it with. (See section III.E. for a breakout of the need estimate by types of housing.)

### **C. RACIAL / ETHNIC GROUPS OF DISPROPORTIONATE NEED**

The 2008 Census reported that 65.4% of Georgians were White, 30% were Black/African-American, Hispanic or Latino origin 8%, American Indian and Alaska

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<sup>13</sup> (NAHC) National AIDS Housing Coalition: Facts on Housing, October 2007

<sup>14</sup> NAHC: Facts on Housing

Native persons 0.4%, and 2.9% were Asian (see Table 16). In addition, the Georgia Office of Planning and Budget is projecting by 2015, the Hispanic/Latino population will be 10% of Georgia's total population, 28% will be African-American/Black, 59% Non-Hispanic White, and 3% all other minorities. Both the African-American and Non-Hispanic communities are expected to increase about 20% or more during the same time span. Nationally, the 2008 Census reported that 79.8% of U.S. residents were White, 12.8% were Black, and 4.5% were Asian and some of the population choosing more than one ethnicity.

**Table 16: Georgia's Population by Race, 2008 with Georgia and U.S. percentages**

POPULATION BY RACE	GA TOTALS	GEORGIA % OF TOTAL POPULATION	U.S. % OF TOTAL POPULATION
Total Georgia Population	9,685,744	100%	-----
White alone	6,334,477	65.4%	79.8%
Black or African American alone	2,905,723	30%	12.8%
American Indian and Alaska Native alone	38,743	0.4%	1.0%
Asian alone	280,887	2.9%	4.5%
Native Hawaiian and Other Pacific Islander alone	969	0.01%	.2%
Hispanic or Latino (of any race)	774,860	8.0%	15.4%
Two or more races	164,658	1.3%	1.7%

Source: U.S. Census Bureau, *2008 Georgia Quick Facts 2008*

Note: Data applicants may identify with more than one racial category; therefore, the total number may not equal the total populations.

Although Georgia has a very diverse ethnic and racial mixture, the CHAS Data shows evidence of disproportionate need in the renters category for all races in the 50% or less AMI households. For owners there is a disproportionate need for Whites in the 30% or below AMI, Blacks, Asians and Hispanics in all area median incomes below 80%, and Pacific Islanders, American Indian and Others below 50%. As defined by HUD, a disproportionate need exists for a specific racial or ethnic group if the percentage of that racial or ethnic group's households within a particular category of need is at least ten percentage points higher than found in the category as a whole. Table 16 portrays the disproportionate need figures of racial/ethnic groups by income group and household type.

As shown in Table 17, all households with low and moderate incomes show disproportionate need of close to 50% with the exception of Pacific Islanders. This need may be a cause of a higher number of predatory loans. Predatory lending has become one of the most critical policy issues facing the financial services industry, particularly mortgage lending. Older people, minorities, families with low incomes, and people with disabilities are especially vulnerable to predatory lending scams. They are also often hardworking people with limited incomes. An extra expense or setback, such as an unexpected medical bill or a car accident, may leave them unable to pay their bills. With

their back against the wall, they become perfect targets for predatory lenders. The housing market around the country reflects drastic changes over the last ten years. Georgia is no exception. In 2008 alone, the United States government allocated over \$900 billion to special loans and rescues related to the US housing bubble, with over half going to the quasi-government agencies of Fannie Mae, Freddie Mac, and the Federal Housing Administration.<sup>15</sup>

**Table 17: Disproportionate Need of Racial / Ethnic Groups Housing Problems 2009**

<b>Group</b>	<b>White</b>	<b>Black</b>	<b>Asian</b>	<b>American Indian</b>	<b>Pacific Islander</b>	<b>Hispanic</b>	<b>Other</b>
<b><i>Renters</i></b>							
30% AMI or less	72%	79%	67%	66%	90%*	82%	75%
30.1-50% AMI	73%	80%	84%	83%	100%*	87%	81%
50.1-80% AMI	44%	46%	54%	42%	11%	43%	51%
80.1% AMI and over	7%	9%	8%	14%	45%	18%	10%
<b><i>Owners</i></b>							
30% AMI or less	72%	79%	78%	62%	100%*	82%	78%
30.1-50% AMI	53%	69%	80%	79%	100%*	83%	60%
50.1-80% AMI	43%	61%	72%	57%	18%	69%	57%
80.1% AMI and over	13%	19%	25%	19%	47%	24%	20%

Source: HUD, CHAS Data 2009 Note: \*sampling <100 people

These figures indicate a very high need for outreach efforts to increase the participation of all households below 50% AMI in available housing assistance programs.

## **D. GEORGIA'S HOMELESS**

### **(1) Nature and Extent of Homelessness**

Homelessness is a difficult and complex issue. The definition of who is truly homeless and who is not has been debated for some time. The U.S. Department of Housing and Urban Development (HUD) defines someone as "homeless" if he or she:

- resides in an emergency shelter or in transitional/supportive housing for homeless persons; or
- resides in a place not meant for human habitation, such as cars, parks, sidewalks, abandoned buildings, encampments, and dilapidated buildings.

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<sup>15</sup> Reuters. (2008). FACTBOX - U.S. government bailout tally tops 504 billion pounds. Reporting by D. Lawder with editing by Lincoln Feast. September 17, 2008.

According to Stewart B. McKinney Act (42 U.S.C. § 11302), a person is considered homeless if he/she lacks a fixed, regular, and adequate night-time residence; and has a primary night-time residency that is: (a) a supervised publicly or privately operated shelter designed to provide temporary living accommodations; (b) an institution that provides a temporary residence for individuals intended to be institutionalized; or (c) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings. This definition of *homeless person* is the same as that found in the Consolidated Plan regulations located in 24CFR91.5.

The U.S. Department of Education uses an expanded definition that also includes people who are:

- doubled up with family or friends due to economic condition,
- living in motels and hotels for lack of other suitable housing,
- migrant workers living in housing not fit for habitation.

The State of Georgia, in the Act that created the State Housing Trust Fund for the Homeless in 1988, defined homelessness as “persons and families who have no access to or can reasonably be expected not to have access to either traditional or permanent housing which can be considered safe, sanitary, decent, and affordable”.

To be homeless in Georgia means that someone:

- Lives in an emergency shelter or in transitional/supportive housing for homeless persons; or
- Lives in a car, park, on the sidewalk, abandoned building, encampment, dilapidated building, or similar location; or
- Is facing imminent loss of their housing (within the week)

In addition to people who live in these circumstances, other people are living in motels and hotels for lack of other suitable housing. Still others are doubled up with friends or family due to their economic condition, moving frequently among temporary living arrangements. Because of the important variations in the definition of homelessness, this report primarily uses the more narrow HUD definition, except when otherwise noted.

## **(2) General Description of the Homeless**

Although it is almost impossible to know how many homeless persons live in Georgia and in the United States, it is possible to generate a basic picture of the characteristics of this population.

Nationwide, the Urban Institute estimates that 3.5 million people nationwide experience homelessness over the course of a year (1% of the entire U.S. population or 10% of its poor), and about 842,000 people in any given week.<sup>16</sup> This figure roughly translates to over 1 percent of the American population. Just under a quarter of these people are chronically homeless, meaning that they are repeatedly or continuously without a home. The 2008 Annual Homeless Assessment Report indicates that there are about 664,000

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<sup>16</sup> Substance Abuse and Mental Health Services Administration: Who is homeless?

homeless persons in the US on any one night. About 1.6 million people used some type of shelter or housing program at least once during the year. A study by HUD entitled: The 2008 Annual Homeless Assessment Report to Congress, released 7/9/09, indicated that there are about 664,000 homeless persons living in the US. About 1.6 million people used some type of shelter or housing program at least once during the year.

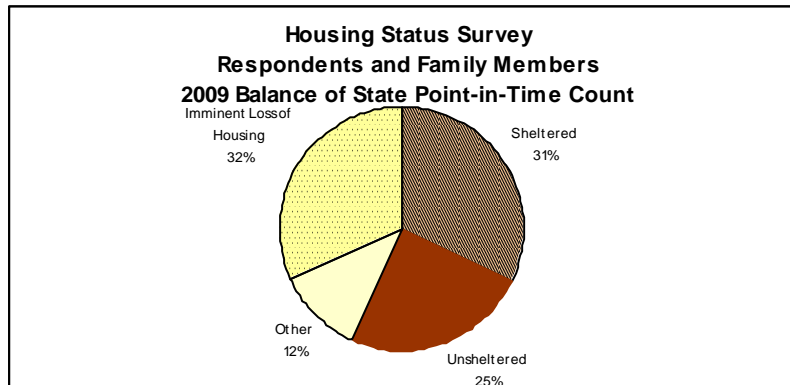
In 2008 and 2009, DCA coordinated the first and second Statewide Unsheltered Homeless Count. This was accomplished through a partnership with Kennesaw State University (KSU), other Continuums of Care, and local communities. Working with DCA staff, statisticians at KSU were able to develop a methodology using cluster analysis and a regression model to estimate the number of unsheltered homeless at a point in time in the State of Georgia. This model allowed DCA to partner with sample communities to conduct an unsheltered count, rather than having to conduct an unsheltered count in all 159 counties (which was not feasible). Twenty-seven counties conducted an unsheltered count in the last week of January 2009. Six of these counties conducted a street count and the other twenty-one conducted a service based county in partnership with DCA. DCA provided local communities with the survey instrument, training, and technical assistance. KSU provided data input and data analysis. These 21 communities collected almost 5,000 surveys from people around the state who were having housing difficulties. The surveys focused on the housing status of the survey respondents and their families on the night of January 25, 2009. More information about the count methodology and results is available at [http://www.dca.ga.gov/housing/specialneeds/programs/homeless\\_count.asp](http://www.dca.ga.gov/housing/specialneeds/programs/homeless_count.asp). Using the data from these surveys and the counts from the other six counties, it was estimated that approximately 12,101 Georgians are homeless and unsheltered on any given night (using the state definition of homeless). An additional 8,047 individuals and families were sheltered during that same time period. Within the Balance of State Continuum of Care specifically (152 counties), 9,941 people were homeless by HUD's definition on the night of January 25, 2009. Only 21.5 percent of these men, women and children were in emergency or transitional shelter on that night and the remaining 78.5% were living in places not suitable for human habitation.

The objective of the Unsheltered Homeless Count is to determine the number of homeless families and individuals in Georgia. The count will provide data on families and individuals who meet the HUD definition of homelessness. The count is part of DCA's responsibilities for the federal Balance of State Continuum of Care plan, as well as its efforts to create county level homeless information statewide. This count was also designed to assist the State of Georgia to improve planning for homelessness and housing and is able to provide information about individuals and families that do not meet the HUD definition of homelessness but do meet the State definition.

DCA analyzed the data from the survey's collected in twenty-one sample communities to find out more about the individuals and families that are experiencing homelessness in Georgia. Each respondent's housing status on the survey was categorized based on their housing situation on the night of January 25, 2009. The following housing categories are kinds of homelessness:

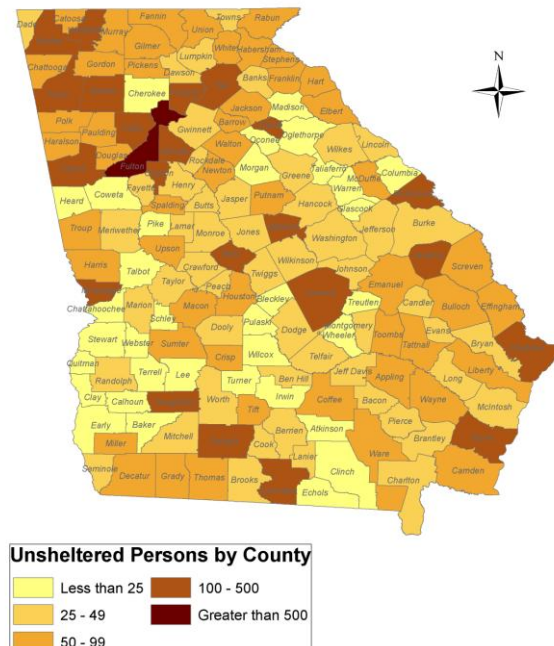
1. Sheltered Homeless – spent the night of January 25<sup>th</sup> in an emergency shelter or transitional housing; or spent the night in a hotel or motel with the stay being paid for by an organization

2. Unsheltered Homeless – spent the night in a car, outdoors, an encampment, an abandoned building, or similar location
3. Other Homeless – spent the night in jail, a hospital or detox program, but would otherwise have been homeless
4. Imminent Loss of Housing – facing loss of housing within the week; or staying in dilapidated housing (not fit for human habitation)



Georgia's homeless population isn't static. Some of the people who were homeless on the January count date will find housing. Other people, who had housing on count night, later become homeless. An estimated 90,000 people will experience homelessness in Georgia at some time during the year. The 2009 estimate is 20% higher than the 2008 estimate. This higher annualized figure is not a surprise given the severe economic recession experienced in 2009.

**Unsheltered Homeless Persons  
2009 Counts and Predictive Model**

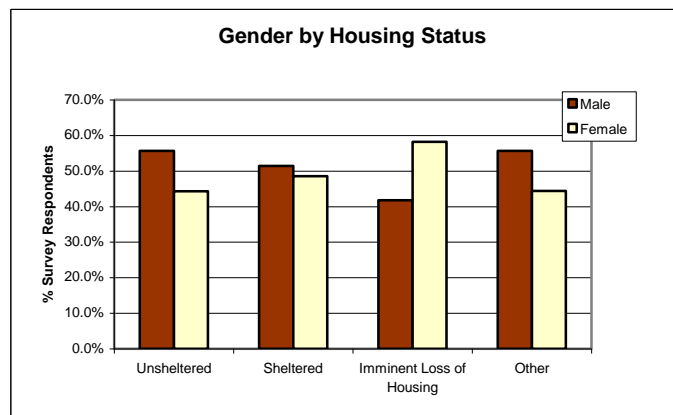


The Georgia Homeless Management Information System (HMIS) collects information on Georgia's homeless population. HMIS is a data collection system designed to track services and housing provided throughout the state. Georgia's HMIS is a nearly statewide system that uses Pathways COMPASS. During SFY2009 (July 2008 – June 2009), 67,620 homeless individuals received services for the first time through an agency participating in the HMIS. Those individuals were part of 13,526 households. According to the 2009 Tri-Jurisdictional Area (City of Atlanta, DeKalb County, Fulton County) Homeless Census and Survey there are:

- 2,164 people living unsheltered on the streets
- 2,357 people living in emergency shelters
- 2,498 people living in transitional shelters
- 7,019 counted homeless people in Atlanta

This report is done each year by Pathways and Georgia State University.

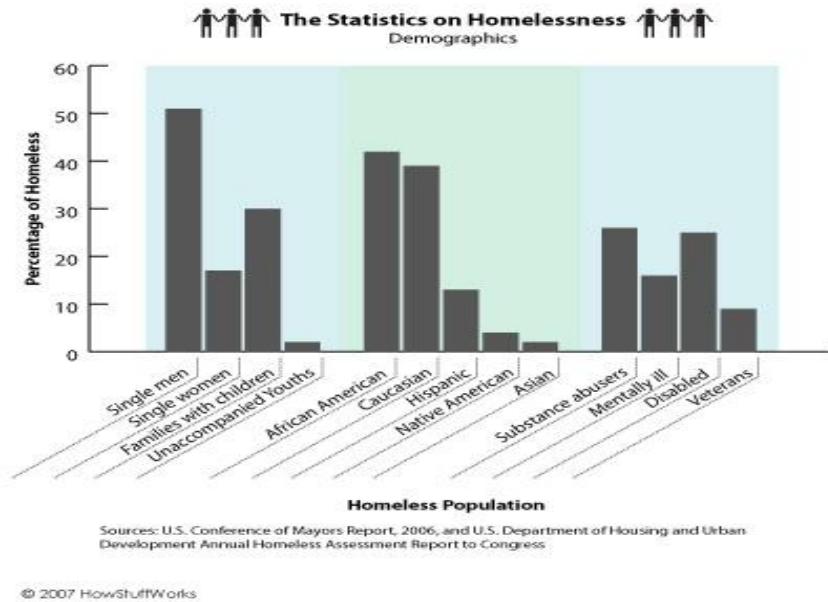
Traditionally single men have constituted the majority of the homeless. However, in recent years there has been a sharp increase in the number of homeless families. Most homeless families consist of a single mother and children. In 2008 in one sample, women represented 26% of the respondents surveyed, compared to 24% in 2007.<sup>17</sup> A significant number of homeless people are teenagers and young adults, mostly runaways or street children. As noted by the Georgia survey data below, male outnumber women in all cases with the exception of imminent loss of housing. Forty-nine percent of homeless survey respondents were white and 45% were African American; the remaining respondents were multi-racial, Native American, or Asian. A majority of survey respondents (89%) who were homeless were living in Georgia when they first became homeless. About 12% of the survey respondents who were homeless were also veterans.



Source: Homelessness Up Among Women and Children

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<sup>17</sup> WMBB TV News, "Homelessness Up Among Women and Children", via Panama City Rescue Mission, Panama City, Florida, November 19, 2008.



When considering homeless persons in the United States, as demonstrated in the above figure provided by the US conference of Mayors report, single men and closely followed by African American comprised the greatest number of the homeless. The number of African American who is homeless is disproportionately represented nationally. In 2007, the homeless population was 47% African-American, though African-American people made up only 12% U.S. adult population. The homeless population was only 35% white, though white people made up about 76% of the U.S. population (U.S. Census Bureau, 2003; U.S. Conference of Mayors, 2007).<sup>18</sup> Georgia reflects nearly the same information of 45% of those surveyed were African American. According to Census American Fact Finder 2008, African Americans represent 30.1% of Georgia's population and 12.3% of the entire United States population. The National Coalition for the Homeless indicates that in July 2009, 35% of those who are homeless are Caucasian, 13% are Hispanic (compared to 10% of general population), 2% are Native American (compared to 1% of general population) and 1% are Asian-American (under-represented compared to 4% of general population).

This distribution varies greatly from the racial composition of homeless persons housed through programs funded under DCA's Emergency Shelter Grants Program (ESG) during SFY2009. During this period, nonprofit agencies reported that of the 38,822 homeless persons receiving shelter and transitional housing, 27,436 were black non-Hispanic (71%) and 9,081 were white non-Hispanic (23%). The number of Hispanic persons of any race who were homeless was 1,288 (3%). However, when you look at the 2009 count survey results, the racial composition of respondents was much more similar (49% White and 45% African-American). This may reflect a difference in the statewide demographics of who experiences homelessness versus who is receiving services.

<sup>18</sup> National Coalition for the Homeless, July 2009. Minorities and Homelessness, Who is homeless?



### **(3) Geography of Homelessness**

Several factors influence the prevalence of homelessness in different areas, including job markets and the availability of affordable housing. Although it is often assumed that homelessness is an urban problem, it actually occurs in both urban and rural areas. Urban areas typically offer more housing and supportive service programs to homeless individuals, therefore service usage data is often swayed in the direction of urban versus rural. In addition, however, in a recent article, the National Alliance to End Homelessness indicated, “in 22 percent of states, over 50 percent of people experiencing homelessness was counted in rural or mostly rural CoCs.”<sup>19</sup>

A majority of homeless count survey respondents (89%) who were homeless were living in Georgia when they first became homeless. Interestingly, the City of Atlanta’s homeless census found that 75.1% of persons surveyed already live where they originally became homeless. SAMHSA’s National Resource Center on Homelessness and Mental Illness notes that homeless persons with serious mental illnesses are typically long-term citizens of the communities in which they are homeless.<sup>20</sup>

### **(4) Causes of Homelessness**

All homeless individuals are not on the street by choice or alcoholics or drug abusers. Many are people who fell on hard times looking for better economic opportunities. A person may become homeless for a variety of reasons. Here are some circumstances, which may cause a person to become homeless.

Poverty - Being poor means being an illness, an accident, or a paycheck away from living on the streets.

Severe Depression - Can make it impossible for an individual to maintain a stable life.

Job Loss - No income to pay rent

Low Wages - Declining wages have put housing out of reach for many workers: in every state, more than the minimum wage is required to afford a one- or two-bedroom apartment at Federation for American Immigration Reform Market Rent.

Mental Illness - Approximately 20-25% of the single adult homeless population suffer from some form of severe and persistent mental illness.

Physical Disabilities - Disabled individuals may be unable to work or find appropriate employment. For those receiving SSI, they often struggle to obtain and maintain stable housing.

Post Traumatic Stress Disorder - This disorder is common with veterans and those that have been in violent situations. It can make it difficult to have a stable life.

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<sup>19</sup> Geography of Homeless, Part 1: Defining the Spectrum. National Alliance to End Homeless Retrieved July 24, 2009.

<sup>20</sup> Substance Abuse and Mental Health Services Administration, National Resource Center on Homelessness and Mental Illness, “Why Are So Many People with Serious Mental Illnesses Homeless?,” Get the Facts Question #3 (Mar. 2003) n.pag. Available online: [http://www.nrchmi.samhsa.gov/facts/facts\\_question\\_3.asp](http://www.nrchmi.samhsa.gov/facts/facts_question_3.asp)

Many people who are homeless also experience some other types of personal vulnerability that places them at risk that include lack of affordable housing, family violence, criminal background, development disability or brain injury and substance abuse. Finding housing can be difficult for people who are in active addiction. And, treatment and recovery services are hard to find when living on the street, thereby creating a cycle of homelessness and addiction from which it's almost impossible to escape. The scars of armed conflict extend far beyond the borders of a war zone. The National Coalition for Homeless Veterans estimates that 200,000 veterans are homeless on any given night. Most are single men, and nearly half have mental illness or substance abuse problems. Many are struggling with the lingering effects of post-traumatic stress disorder. Although the U.S. Department of Veterans Affairs offers some programs, it can only accommodate about 25 percent of homeless veterans. In addition to the above reasons, the National Coalition for the Homeless (NCH) reports that eroding work opportunities, declines in public assistance, a lack of affordable health care, and domestic violence are responsible for the rise in homelessness in the last 20 to 25 years.<sup>21</sup>

The unifying condition for virtually all of Georgia's homeless population is extreme poverty. Homelessness results from a complex set of circumstances which can often times require people to choose between food, shelter, and other basic needs. According to Census Bureau data released in September 2009, nearly 26,000 metro Atlanta families fell below the poverty line in 2008—before the sharp economic decline of 2009—representing an increase of 19 percent over 2007. In October 2009, nationally the number of unemployed persons increased by 558,000 to 15.7 million. The unemployment rate rose by 0.4 percentage point to 10.2 percent, the highest rate since April 1983. Since the start of the recession in December 2007, the number of unemployed persons has risen by 8.2 million, and the unemployment rate has grown by 5.3 percentage points. Georgia has experienced a higher rate of unemployment than the national number. Georgia reflects a rate of 10.2.

## **(5) Housing Needs of the Homeless**

### ***Availability of Housing for the Homeless***

The goal of programs that serve homeless families and individuals is permanent, stable housing. The path to that goal may be directly from homelessness into independent housing – a path reflected in housing programs that use the “rapid re-housing” or “housing first” model. Other people will move from homelessness into an emergency shelter that provides basic housing and services for a very limited period of time. Transitional housing provides housing, case management, and services for up to 24 months, with the goal of moving participants into permanent housing. Emergency and transitional housing for victims of domestic violence is reported separately from other housing resources, as these beds are reserved for a specific client group.

Permanent Supportive Housing is a successful, cost-effective combination of affordable housing and services that helps people live more stable, productive lives. Supportive

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<sup>21</sup> National Coalition for the Homeless, “Why are People Homeless?,” NCH Fact Sheet #1 (Sep. 2002) n. page. Available online: <http://www.nationalhomeless.org/causes.html>

housing works well for people who face the most complex challenges—individuals and families who are not only homeless, but who also have serious, persistent disabilities and very low incomes.

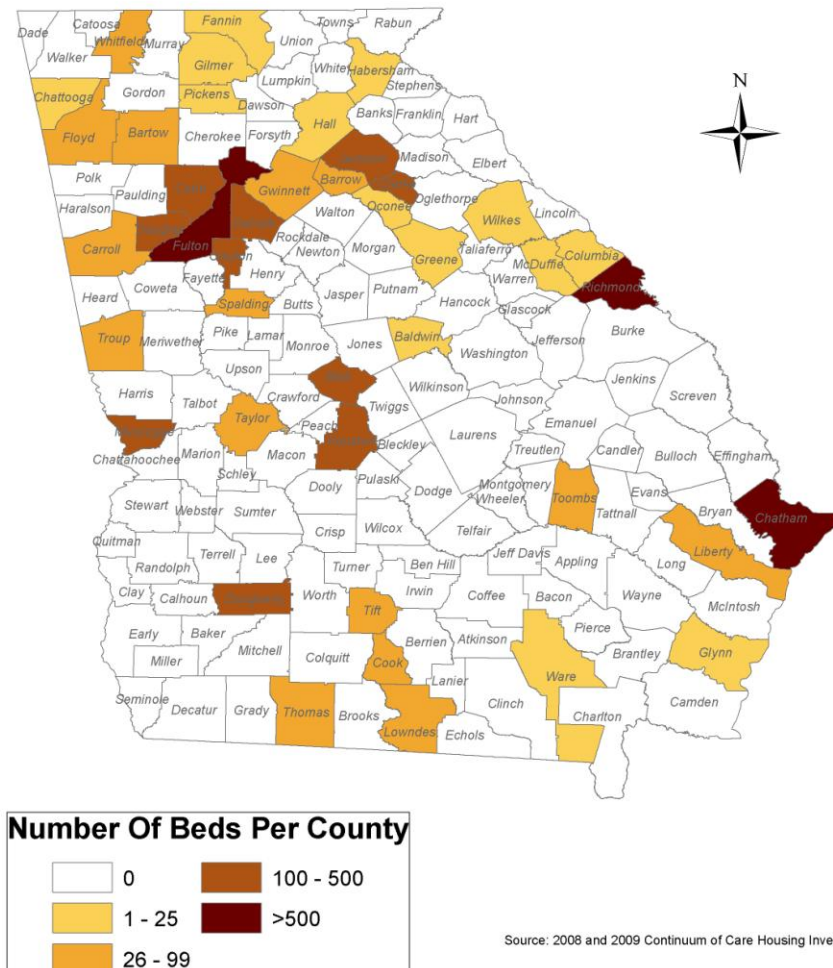
In Georgia, there are almost 15,000 beds designated for homeless persons. (Table 18)

**Table 18: 2008-2009 Statewide Bed Inventory**

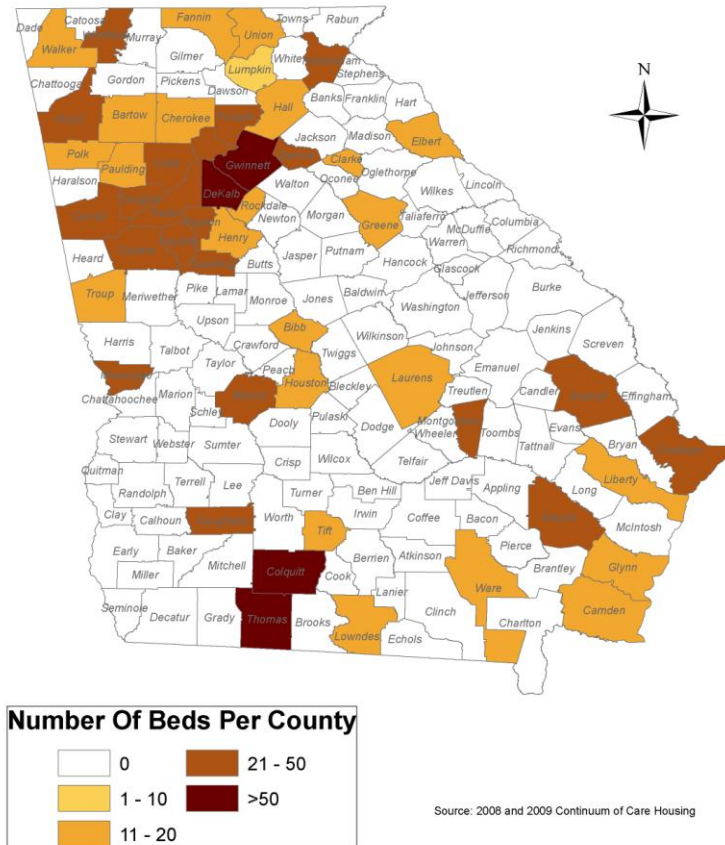
Type of Housing	Number of Beds
Emergency and Transitional Housing (excluding housing for victims of domestic violence)	8,831
Housing for Victims of Domestic Violence	1,312
Permanent Supportive Housing	4,608
Total	14,751

Not surprisingly, these beds are concentrated in the state's most urban areas. Comparing the single night homeless count to the number of homeless program beds indicates that Georgia needs about 9,500 additional beds statewide to meet the need. The unmet needs map provides a more precise picture, showing large portions of the state's rural areas where virtually all of the need is unmet. In addition to the unmet needs shown on the map, there are people residing in institutions who may need permanent supportive housing in order to live independently. Comparing the point-in-time (single night) count of sheltered homeless persons to the bed inventory shows that on count night about 82% of the available beds were in use.

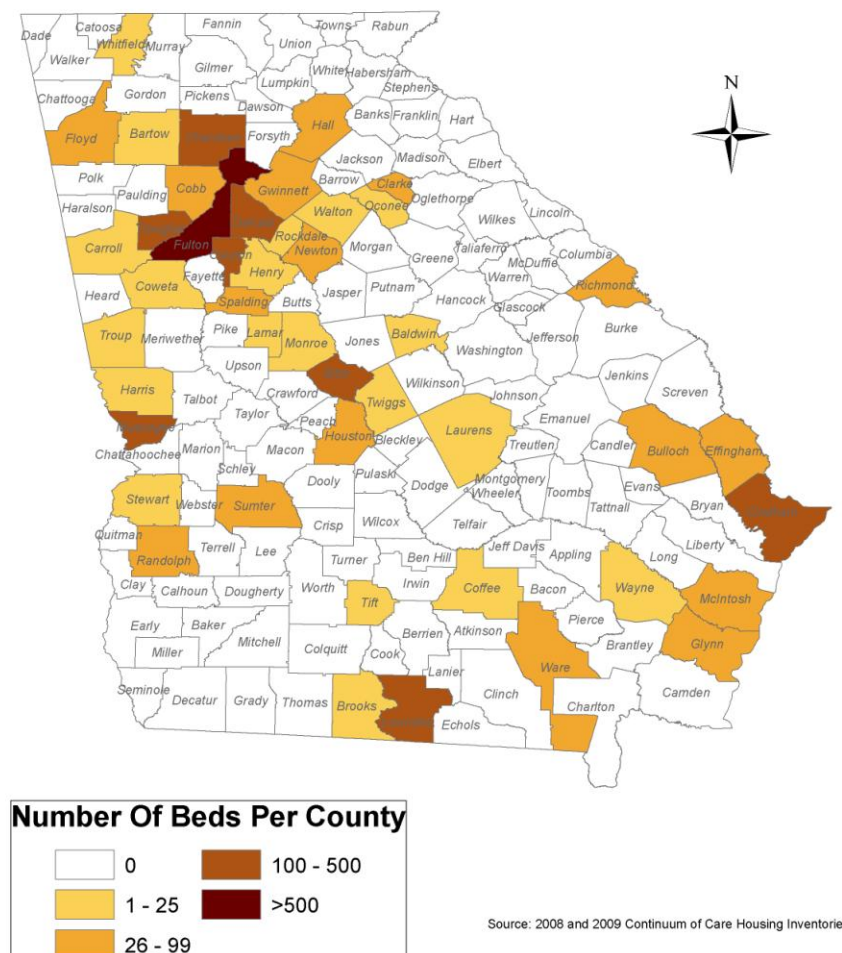
## Emergency And Transitional Beds (Excluding Beds For Domestic Violence)



## Emergency And Transitional Beds For Victims Of Domestic Violence



## Permanent Supportive Housing



Since 1998, DCA has submitted the first Georgia Continuum of Care Application for the Balance of the State to HUD, which allows organizations in rural communities to compete for HUD SuperNOFA funding. The Balance of State Continuum of Care covers all but seven of the state's 159 counties. Since 1998, HUD has awarded the Balance of State Continuum of Care over \$79 million for projects located around the State. This application is submitted annually and is available upon request.

### ***The Most Important Need – Access to Affordable Housing***

The inherent nature of homelessness dictates that the solution is to increase access to affordable housing. Based on the current Georgia minimum wage of \$6.55/hour, a household earning a single minimum wage can pay no more than \$341 per month for rent before the household becomes cost burdened. In order to afford a two bedroom apartment at fair market rent, an individual would need to work 90 hours a week for an

entire year. The hourly wage necessary to afford a two bedroom apartment at fair market rent in Georgia is \$14.66 an hour. Although this number drops to \$10.97 in nonmetro areas, the Area Median Incomes are also much lower in nonmetro area as compared to metro areas. (National Low Income Housing Coalition Out of Reach 2009, available online at <http://www.nlihc.org/oor/oor2009/>)

In Georgia, 33% of households rent their homes. According to the National Low Income Housing Coalition, approximately 25% of all renter households in Georgia are severely cost burdened, and 72% of Georgia's extremely low income renter households are severely cost burdened. When looking at rental units affordable to someone at or below 30% of AMI, there are only 43 available and affordable units per 100 households. (National Low Income Housing Coalition Congressional District Profiles, available online <http://www.nlihc.org/doc/cdpGA.pdf>)

Additional programs and incentives are needed in order to disperse affordable housing opportunities to Georgia's low-income families and individuals. More efforts are also needed to prevent new households from becoming homeless and to assist the existing homeless population in securing permanent housing.

### ***Other Housing Needs***

Additional bed spaces or housing assistance programs such as hotel or motel vouchers or rapid re-housing are needed in certain areas of Georgia to serve the existing homeless population.

Other housing needs identified by providers include additional housing for homeless men and families; increased access to affordable housing; additional transitional housing; down payment and first/last month's rent assistance; rental assistance; long-term shelters; additional shelters; and education for the general public on the prevalence of homelessness. Providers express that individuals and families need additional assistance with paying past utility bills and new utility deposits; long-term lease or lease purchase arrangements for households leaving transitional housing; and weatherization services.

### ***Service Needs***

Due to the complex nature of homelessness, a wide continuum of mainstream resources and supportive services are required to effectively facilitate a successful transition from homelessness into permanent and stable housing. Each man, woman, and child affected by homelessness has varying needs. Consequently, the continuum of required services is wide ranging.

Some of the barriers to housing experienced by individuals and families who have experiencing homelessness include lack of available day care, lack of transportation, poor credit, limited access to health care, criminal background, poor rental history, and lack of job opportunities. Many of these barriers are even harder to overcome in nonmetro areas.

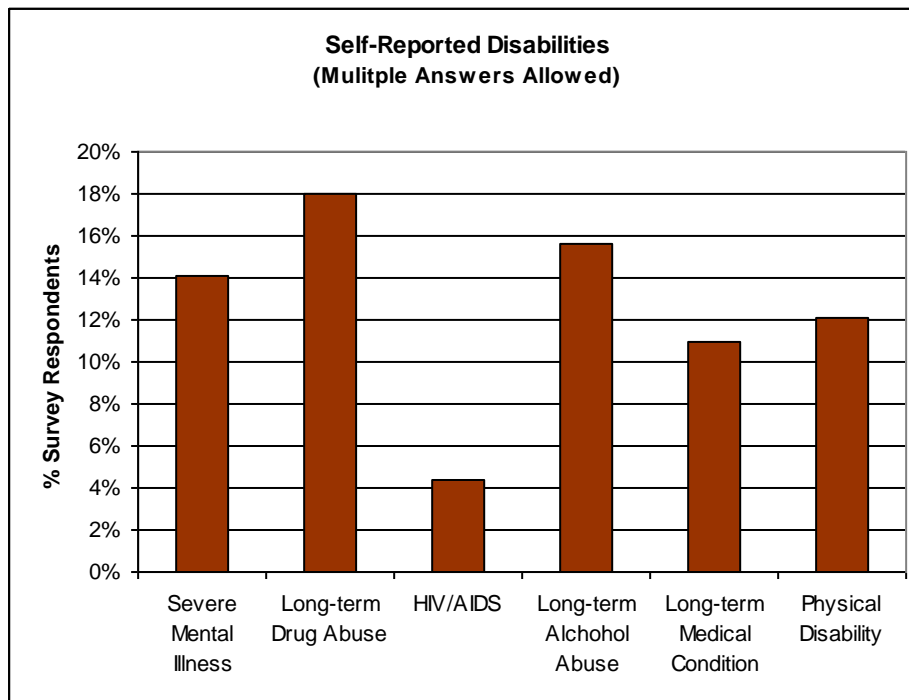
## **(6) Homeless Subpopulations**

Many people who are homeless also experience some type of personal vulnerability that places them at risk such as family violence, physical disabilities, chronic medical problems, mental illness, substance abuse, developmental disabilities, brain injuries, or



criminal background. In addition, homeless youth and youth aging out of the foster care system may have unique service needs in order to exit or prevent homelessness.

About 58% of the 2009 homeless count survey respondents indicated that they had at least one disability. These disabilities included chronic medical conditions, physical disabilities, HIV/AIDS, mental illness, and addictive disease.



Extremely low incomes, coupled with high rates of disability, make medical care a significant cost associated with homelessness. About 35% of survey respondents categorized as homeless indicated that they had been to the hospital emergency room in the past six (6) months; almost half had been more than once.

For counties within the Balance of State Continuum of Care (152 counties), the following prevalence of special needs was found in the 2009 Homeless Count:



	Sheltered	% of Sheltered Total	Unsheltered	% of Unsheltered Total
Chronically Homeless (Federal Definition)	201	9.4%	1,105	14.2%
Severely Mentally Ill	89	4.2%	676	8.7%
Chronic Substance Abuse	282	13.7%	1,138	14.6%
Veterans	46	2.2%	904	11.6%
Persons with HIV/AIDS	47	2.2%	329	4.2%
Victims of Domestic Violence	839	39.3%	670	8.6%

During SFY2009, DCA collected the following service recipient data from ESG grantees. This data is a requirement of the Integrated Disbursement Information System (IDIS) from which Federal ESG dollars are dispersed.

The characteristics of the 32,601 individuals and family members who received emergency shelter are shown below:

<b><u>Characteristic</u></b>	<b><u>Number</u></b>	<b><u>Percentage</u></b>
Chronically Homeless ( <i>by HUD definition</i> )	3,667	11.4%
Severely Mentally Ill	1,770	5.4%
Chronic Substance Abuse (alcohol &/or drug)	6,698	20.5%
Persons with HIV/AIDS	552	1.6%
Other Disability	1,087	3.3%
Veterans	2,289	7.0%
Victims of Domestic Violence	5,626	17.3%
Elderly ( $\geq 62$ years old)	556	1.7%
Illiterate or Marginally Literate	570	1.7%
Criminal History	3,206	9.8%

\* Since some service recipients may have multiple special needs issues, the total will not equal 100%

The characteristics of the 6,221 individuals and family members who received transitional housing are shown below:

<b><u>Characteristic</u></b>	<b><u>Number</u></b>	<b><u>Percentage</u></b>
Chronically Homeless ( <i>by HUD definition</i> )	1,133	18.2%
Severely Mentally Ill	490	4.9%
Chronic Substance Abuse (alcohol &/or drug)	2,397	38.5%
Persons with HIV/AIDS	286	4.6%
Other Disability	232	3.7%
Veterans	407	6.5%
Victims of Domestic Violence	739	11.9%
Elderly ( $\geq 62$ years old)	48	0.8%
Illiterate or Marginally Literate	173	2.8%
Criminal History	1,203	19.3%

\* Since some service recipients may have multiple special needs issues, the total will not equal 100%

Of the 67,157\* clients who received supportive services, the number below have the following characteristics:

<b><u>Characteristic</u></b>	<b><u>Number</u></b>	<b><u>Percentage</u></b>
Chronically Homeless ( <i>by HUD definition</i> )	7,001	10.4%
Severely Mentally Ill	4,522	6.7%
Chronic Substance Abuse (alcohol &/or drug)	7,852	11.7%
Persons with HIV/AIDS	1,752	2.6%
Other Disability	5,035	7.5%
Veterans	2,140	3.2%
Victims of Domestic Violence	2,366	3.5%
Elderly ( $\geq 62$ years old)	2,662	4.0%
Illiterate or Marginally Literate	1,380	2.1%
Criminal History	5,980	8.9%
Other (recurring homelessness)	730	1.1%

\* Since some service recipients may have multiple special needs issues, the total will not equal 100%

### ***Severe Mental Illness and Substance Abuse***

A disproportionate number of individuals with mental illness and addictive diseases are homeless. Georgia's Department of Behavioral Health and Development Disabilities reported that over 5,000 homeless mental health consumers were served in SFY 2008. During SFY2009, 11,616 homeless adults and children were authorized to receive community behavioral health services.

According to the National Resource Center on Homelessness and Mental Illness, homeless people with mental disorders remain homeless for longer periods of time than the general population of homeless persons.<sup>22</sup> Not only do homeless persons with mental illness enter into a state of homelessness more often and for longer periods of time than individuals without mental illness, many of them have been on the streets for years.

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<sup>22</sup> Substance Abuse and Mental Health Services Administration, National Resource Center on Homelessness and Mental Illness, "Why Are So Many People with Serious Mental Illnesses Homeless?"

However, the Federal Task Force on Homelessness and Severe Mental Illness notes that few homeless persons with mental illness need to be institutionalized if appropriate supportive housing options are offered.<sup>23</sup> The National Coalition for the Homeless also found that persons with mental disorders and persons with addictive disorders share many of the same needs, which may include case management, housing opportunities, and long-term follow-up and support services.<sup>24</sup>

Many individuals needing long-term treatment need access to supportive living programs. However, when these facilities are full or are not easily accessible, these individuals may stay in an emergency shelter. Often they may lose their emergency placement because of the symptoms of their mental illness. When this happens, they may lose contact with their service provider and the cycle starts all over again.

The housing needs of individuals that have a severe mental illness or substance abuse disorder and are currently homeless include emergency shelter appropriate for individuals in crisis (such as a Safe Haven) and access to permanent supportive housing that provides on-site mental health services as well as other services.

### ***Chronic Homelessness***

Nationally, approximately 19% of the homeless population on a given night is categorized as experiencing chronic homelessness according to the 2008 Annual Homeless Assessment Report. CITATION The HUD definition of chronic homelessness as “an unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more OR has had at least four episodes of homelessness in the past three years. Disabling condition is defined by HUD as “a diagnosable substance use disorder, serious mental illness, developmental disability, or chronic physical illness or disability, including the co-occurrence of two or more of these conditions.” In defining the chronically homeless, the term “homeless” means “a person sleeping in a place not meant for human habitation (e.g., living on the streets) or in an emergency homeless shelter, and a person in transitional or supportive housing for homeless persons who originally came from the street or an emergency shelter.”

According to the U.S. Department of Health and Human Services report *Improving Medicaid Access for People Experiencing Chronic Homelessness: State Examples*, up to 85% of persons experiencing chronic homelessness have disabling conditions such as mental illness, substance abuse, and severe health problems such as HIV/AIDS and tuberculosis.<sup>25</sup> Disconnection from family/community supports; skepticism of service systems; lack of education; childhood trauma; and poor life/job skills all create barriers to self-sufficiency as well as barriers to treatment.

### ***Domestic Violence***

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<sup>23</sup> National Coalition for the Homeless, “Why are People Homeless?,” n. pag.

<sup>24</sup> National Coalition for the Homeless, “Mental Illness and Homelessness,” NCH Fact Sheet #5 (Apr. 1999) n. pag. Available online: <http://www.nationalhomeless.org/mental.html>

<sup>25</sup> Steve Eiken and Sara Galantowicz, *Improving Medicaid Access for People Experiencing Chronic Homelessness: State Examples* (Washington, DC: Thomson Medstat, 29 Mar. 2004) 2. Available online: <http://www.cms.hhs.gov/medicaid/homeless/homeless32904.pdf>

A lack of affordable housing and long waiting lists for assisted housing are problems nationwide. Unfortunately, many women and their children are forced to choose between abuse at home and living on the streets. Over 4,100 adults and over 4,450 children were provided with shelter at Department of Human Services certified Domestic Violence Agencies in SFY 2009. Over 3,500 additional victims of domestic violence were denied shelter during this period due to lack of shelter space.

Currently, beds reserved for Domestic Violence make up 46% of the total number of emergency shelter beds and 34% of the transitional housing beds. As with other homeless populations, programs for transitional housing with supportive services; affordable single and multifamily housing; and rental, utility, and security deposit assistance best meet the needs of women who have experience domestic violence and their children. The social services required by families relocating to safe housing include: support services for the family; legal advocacy to keep the abuser off the premises; employment training; education; child care services; parenting guidance; and transportation assistance.

### ***Unaccompanied Youth***

Homeless youth are individuals under the age of eighteen who lack parental, foster, or institutional care. These young people are sometimes referred to as "unaccompanied" youth. According to the U.S. Conference of Mayors 2003 *Hunger and Homelessness Survey*, unaccompanied youth are estimated to account for 5% of the urban homeless population.<sup>26</sup> In 1997, the Georgia State University Policy Research Center study reported that unaccompanied youth accounted for 3% of all homeless people and 4% of all single homeless people in Metropolitan Atlanta.<sup>27</sup>

Although many of the same factors that contribute to adult homelessness also contribute to homelessness among unaccompanied youth, it is also largely influenced by family breakdown or discord. Some youth become homeless with their families, but are later separated from them by shelter, transitional housing, or child welfare policies. Still other youth become homeless upon discharge from residential or institutional placements -- they are too old for foster care and are discharged to the streets with no housing or income support. It is estimated that between 20,000 and 25,000 youth, aged 18 and older, transition out of the foster care system each year<sup>28</sup>. One study found that twenty-five percent of former foster youth were homeless at some point within the four years after exiting foster care.<sup>29</sup>

A variety of housing needs exist for homeless youths including emergency shelter and transitional housing. In addition, many youth transitioning out of foster care may need

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<sup>26</sup> United States Conference of Mayors and Sodexo, *Hunger and Homelessness Survey: A Status Report on Hunger and Homelessness in America's Cities* (Washington, DC: United States Conference of Mayors, 2003) Available online: <http://www.usmayors.org/uscm/hungersurvey/2003/online-report/HungerAndHomelessnessReport2003.pdf>

<sup>27</sup> Charles Jaret and Robert Adelman, *Homelessness in Metropolitan Atlanta* (Atlanta, GA: Georgia State University, May 1997)

<sup>28</sup> Center for Law and Social Policy, 2003. *Leave No Youth Behind*

<sup>29</sup> Allen, M. and Nixon, R., 2000. "The Foster Care Independence Act and the John H. Chafee Foster Care Independence Program: New catalyst for reform for young people aging out of foster care." *Journal of Poverty and Policy*.

access to permanent supportive housing. As with other homeless populations, assistance is also needed with finding affordable housing, utility deposits, and other start up costs (furniture, kitchen utensils, etc.). Other supportive services are needed, such as counseling, educational assistance, transportation assistance, medical and dental service, and job training.

### **(8) Persons At Risk of Becoming Homeless**

Persons threatened with homelessness include a variety of populations. For the purposes of Georgia's Consolidated Plan, the number of households with incomes below 30% of the median family income and who spend more than 50% of their income on housing is used as a proxy for the number of households threatened with homelessness. This proxy matches the statistics indicating that most households, immediately prior to becoming homeless, spend as much as 70% of their income on housing. Household estimates derived from 2000 Census numbers by the National Low Income Housing Coalition show that Georgia's population of renters threatened with homelessness includes 190,711 households, or just over 17% of the state's total renter households. (National Low Income Housing Coalition Congressional District Profiles, available online <http://www.nlihc.org/doc/cdpGA.pdf>)

Extremely low income households threatened with homelessness require a variety of supportive services to meet their respective needs, including rental/mortgage assistance; security deposit and utility assistance; financial management counseling; landlord-tenant counseling; day care; job counseling; substance abuse counseling; and medical services.

### ***Homeless Prevention Activities***

Currently, DCA is overseeing the State Homelessness Prevention and Rapid Re-Housing Program funded by HUD. DCA has made grants to seven agencies which provide homeless prevention and rapid re-housing services to all areas of the state that is not receiving a local HPRP grant.

Georgia's State Housing Trust Fund for the Homeless has also made funds available to local governments and nonprofit organizations in the past to coordinate activities or programs that strive to prevent the incidence of homelessness. In 2008, 26 organizations in Georgia provided one or more of the following homeless prevention services to homeless individuals and families:

- Short-term subsidies to defray rent and utility arrangements for families who received eviction or utility termination notices;
- Security deposits or first month's rent to homeless families so that they could move into their own apartment;
- Programs for landlord-tenant payments to prevent foreclosure on a home;
- Legal services to indigent tenants in the process of eviction proceedings;
- Payments to prevent foreclosure on a home; and
- Innovative programs and activities that are designed to prevent the incidence of homelessness.

### **(9) Georgia's Homeless Population Summary Table**

The numbers presented in Table 19 reflect the information submitted to HUD in the 2009 Continuum of Care application. The numbers reflect data for the 152 counties covered in the Balance of State Continuum of Care and does not include data for the other seven Continua of Care as those numbers are submitted in the local consolidated planning documents of those communities.

### **Georgia's Homeless and Special Need Populations Continuum of Care: Housing Gaps Analysis Chart**

		<b>Current Inventory in 2009</b>	<b>Under Development in 2009</b>	<b>Unmet Need/ Gap</b>
<b>Individuals</b>				
<b>Beds</b>	Emergency Shelter	777	0	1987
	Transitional Housing	260	0	1162
	Permanent Supportive Housing	655	145	2196
	Total	1692	145	5345
<b>Persons in Families With Children</b>				
<b>Beds</b>	Emergency Shelter	792	0	666
	Transitional Housing	1017	9	896
	Permanent Supportive Housing	822	71	353
	Total	2631	80	1915

\* Estimates of Unmet Need/Gap were calculated based on HUD guidance ([http://www.hudhre.info/documents/CalculatingUnmetNeed\\_April2006.pdf](http://www.hudhre.info/documents/CalculatingUnmetNeed_April2006.pdf))

### Continuum of Care: Homeless Population and Subpopulations Chart

<b>Part 1: Homeless Population</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
	<b>Emergency</b>	<b>Transition al</b>		
1. Homeless Individuals	494	209	5676	6379
2. Homeless Families with Children	197	243	646	1086
2a. Persons in Homeless Families with Children	606	825	2131	3562
<b>Total (lines 1 + 2a)</b>	1100	1034	7807	9941
<b>Part 2: Homeless Subpopulations</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
1. Chronically Homeless	201		1105	1306
2. Seriously Mentally Ill	89		676	765
3. Chronic Substance Abuse	282		1138	1420
4. Veterans	46		904	950
5. Persons with HIV/AIDS	47		329	376
6. Victims of Domestic Violence	839		670	1509
7. Youth	4			4

## E. OTHER POPULATIONS WITH SUPPORTIVE HOUSING NEEDS

### (1) Georgia's Elderly and Frail Elderly

There is much concern regarding the aging of the “baby boomer” generation and the impact this will have on social issues such as housing. Census estimates for 2008 indicates that Georgia has the fifth largest percentage of this population over 65 of any state in the nation. Georgia currently has over 943,000 persons age 65 and older. In fact, the population aged 65 and older actually increased from 9.5% in 2000 to 10.2% in 2008. Elderly and frail elderly are included in this percentage.

According to 24 CFR 891.205, the term *frail elderly* is defined as an elderly person who is unable to perform at least three activities of daily living. There are six basic ADLs: eating, bathing, dressing, toileting, transferring (walking) and continence. The U.S. Census Bureau does not provide data for the numbers of frail elderly in Georgia according to this definition. However, the 2000 Census Bureau did identify 89,319 people in Georgia over age 65 as having a self-care disability.

In Georgia, by 2030, one in five residents will be over the age of 60 - Georgians are growing older at a faster rate than the overall U.S. population.<sup>30</sup> By 2030, older adults are expected to make up 20 percent of the population, doubling from 35 to 70 million

<sup>30</sup> Georgia's Aging Population: What to expect and how to cope. A report to the Healthcare Georgia Foundation.

people.<sup>31</sup> The Georgia Department of Human Resources, Division of Aging Services notes that Georgia's population aged 60 and older is expected to increase 81.6% between 1990 and 2010 and that Georgia's population aged 85 and above is expected to increase 264.9%.<sup>32</sup> Their research also indicates that Georgia has the sixth fastest growing 60+ population and the fastest growing 85+ population in the United States.

According to 2000 CHAS estimates, 80% of elderly households in Georgia own their home, although 52% of these homeowners have moderate incomes or lower. Those on fixed incomes may find it difficult to maintain existing housing units. For additional housing and income characteristics for Georgia's elderly households, please see Section III.B of this plan.

Elderly households are the most at risk of becoming moderately or severely impaired and in need of ongoing care. Both the well and frail elderly require a variety of housing and supportive services to facilitate their living conditions. Instrumental activities of daily living (IADLs) such as transportation, meal preparation, and taking medications along with services such as home delivered meals, homemaker services, and health care treatment must be considered, in addition to other services such as home modifications.

HUD reports that, nationally, nearly 1.5 million older Americans live in housing that needs repair or rehabilitation.<sup>33</sup> In addition, approximately 1.1 million elders have unmet needs for home modifications that would improve accessibility. Across the country, HUD found a shortage of accessible housing in both owner-occupied and rental properties. A study conducted by AARP entitled "Fixing to Stay: A National Survey on Housing and Home Modification Issues." found that 89% of survey participants aged 55 and over expressed agreement that they would like to stay in their current residence as long as possible. Respondents were asked about their current housing situation, housing preferences, difficulty getting around the house, concerns about being able to remain in their home, modifying their home, changes they have made or would like to make to their home, reasons for making those modifications, and reasons for not having made home modifications. Key findings of the survey indicated that:

- 82% respondents would prefer not to move from their current home if they were to need help caring for themselves. Only 9% express a preference for moving to a facility where care is provided and 4% for moving to a relative's home.
- 8% of survey participants report that someone in the household has difficulty getting around their home, and the most common problem they report is climbing up and down stairs, generally due to arthritis, back problems, or knee problems.
- 25% of respondents expect that some member of their household will experience problems getting around their home within the next five years.

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<sup>31</sup>A Synthesis of Findings from the Study of Affordable Housing plus Services for Low-and Modest Income Older Adults. Authors-American Association of Homes and Services for the Aging | Harahan, Mary F. | Institute for the Future of Aging Services | Sanders, Alisha, M.P.Aff. | Stone, Robyn, Dr.P.H. August 2006 Available online: <http://www.huduser.org/portal/publications/affhsg/synthesis.html>

<sup>32</sup> Georgia Department of Human Resources, Division of Aging Services, *Just the Facts: SFY 2003* (Atlanta, GA: Author, 2003) 3. Available online: <http://www2.state.ga.us/Departments/DHS/jtf2003complete.pdf>

<sup>33</sup> U.S. Department of Housing and Urban Development, *Housing Our Elders* i-ii.



- 30% are concerned about having a home in which friends or family who may have disabilities can get around, being forced to move to a nursing home because they have trouble getting around their own home, being able to afford home modifications that will enable them to remain at home, having problems using features in their home as they get older, finding reliable contractors or handymen if they need to modify their home, or being able to provide care for a parent or relative.
- When asked why they have not modified their home, or have not modified it as much as they would have liked, respondents most often cite not being able to do it themselves, not being able to afford it, not trusting home contractors, not knowing how to make the changes, not having anyone to do it for them, and not knowing how to find a good home contractor.
- More than half of the survey participants would like to receive information about staying in their own home, as they get older.

The frail elderly have their own unique needs, such as in-home and adult day care services for assistance to remain in the community. These services limit the dependency and loss of dignity that frequently accompany illness and impairment. According to the Unlock the Waiting Lists Campaign, currently 9,236 frail, elderly people are waiting for home and community based services in Georgia.<sup>34</sup> In-home services may include a personal care aide to assist in daily activities, a respite care sitter to relieve the primary care taker, a homemaker service to clean and cook, and a home health service to assist in the individual's health care regime. Minimal in-home support prevents the need to institutionalize the elderly person, providing considerable cost savings to both the family and the taxpayer.

## **(2) Georgians with Mental, Physical, and/or Developmental Disabilities**

### ***Introduction***

Persons with disabilities are likely to possess a variety of specialized housing needs. Part of the need may stem from the nature of the disability itself while, in other instances, it may derive from the economic demands associated with the illness or disability. Consequently, this population is the most diverse of all groups examined for the plan.

Data from the 2007 American Community Survey (ACS) indicates that the prevalence of disability in the US was:

- 14.9 percent for persons ages 5 +
- 6.3 percent for persons ages 5 to 15
- 6.8 percent for persons ages 16 to 20
- 12.8 percent for persons ages 21 to 64
- 29.7 percent for persons ages 65 to 74
- 52.9 percent for persons ages 75 +

Georgia is about the same percentage of persons with disabilities for the population 5 years and older as the national average reflecting 15%. This indicates that 1,482,938

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<sup>34</sup> Unlock the Waiting Lists, "What is Georgia's Unlock The Waiting Lists! Campaign?" (2004). Available online: <http://www.unlockthewaitinglists.com/advocate.html>

people in Georgia over the age of 5 have a sensory, physical, mental, or self-care disability.

The general supportive housing needs of Georgians with disabilities vary tremendously depending on the disability, but generally include home medical assistance, respite care, personal care assistance, vocational education, employment assistance, case management, crisis intervention, transportation assistance, residential services, and day treatment. According to the Unlock the Waiting Lists Campaign, currently 7,000 persons with disabilities are waiting for home and community-based waivers in Georgia.

Several state departments and agencies address the service needs of individuals with disabilities in Georgia. All of the following departments and agencies provide or address such services: Georgia Department of Human Services; Georgia Department of Community Health; Georgia Department of Labor; Georgia Department of Community Affairs; Georgia Department of Veterans Services; Americans with Disabilities Act Coordinators; Brain and Spinal Injury Trust Fund Commission; Governors Council on Developmental Disabilities; Behavioral Health Coordinating Council; Area Agencies on Aging; Long-Term Care Ombudsman; and Georgia Council on Aging.

### ***State Activities to Address Disabilities***

Georgia is striving to offer community-based services to people with disabilities, but only if deemed appropriate by treatment professionals. The individual receiving services must also agree to such placement. Approximately 14% of Georgia's nursing home population, or 4,900 persons, have expressed a desire to transition into the community.<sup>35</sup>

The Money Follows the Person Grant will allow movement to community-based placement for a projected 375 individuals from institutional care. An increase in the number of SOURCE (Service Options Using Resources in a Community Environment) and CCSP (Community Care Services Program) waivers will assist the frail elderly, aging have services according to their own needs, such as in-home, and adult day care services for assistance to return and remain in the community.

The State of Georgia is dedicated to providing services for people with disabilities and the aging population in the most appropriate, integrated settings.

### ***Persons with Mental Illness***

Georgia is one of the top ten States of the highest rates of Serious Mental Illness (SMI) in the nation. Cultural and language specific services for ethnic minority groups are extremely limited and mental health professionals who speak languages other than English are few. This may cause a problem, since Georgia is one of the states with the fastest growing Hispanic population having a huge increase from 2000 to 2008, bringing the Latino population to 774,859. In 2004, 71,104 Georgia households were identified as linguistically isolated and unable to speak or comprehend English. Georgia has limited capacity to provide special services for individuals with sensory impairments that would limit access to services Georgia's data tracking is fragmented and the state has no centralized data depository. These are problems that prevent us from getting a good

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<sup>35</sup> Luiz Cavalcanti, et al 7.

handle on the current prevalence of mental health and addictive disease across multiple service agencies such as the Division of Aging Services, Georgia Department of Corrections and the Department of Juvenile Justice. Using the National Center for Health Statistics and the 2000 census, the Mental Health Gap Analysis estimated that there were 46,000 to 73,000 deaf Georgians. Using the statewide percentage for prevalence for SMI, this would have estimated between 2,900 to 4,600 individuals who were deaf and experienced a mental illness. Based on earlier analysis, there are now 55,005 to 87,291 deaf Georgians with 3,468 to 5,501 individuals who were deaf and experienced a mental illness. Based upon the Mental Health Gap Analysis, 348,040 adults with SMI were estimated to live in Georgia, which includes an estimated 110,293 who are uninsured and need mental health services. Overall penetration ranged from 27% to 47%, with the Metro region having the lowest penetration rate and the southeastern region having the highest. Back in 2005, data was analyzed to reflect that there were between 245,688 and 471,455 persons statewide that have a severe and persistent mental illness. Using this same methodology, 2008 estimates would be between 255,014 and 489,352. There is a tremendous lack of resources available to serve this population.

In 2006, the Substance Abuse and Mental Health Services Administration (SAMHSA) estimated that approximately 24.9 million adults with a serious psychological distress. There were also 10.5 million adults who reported an unmet need for treatment or counseling for mental health. Georgia reflects having 446,720 Georgians 18 years of age and older with a serious mental illness (SMI).<sup>36</sup> SMI is defined as having a diagnosable mental, behavioral, or emotional disorder that met the fourth edition of the Diagnostic and Statistical Manual of Mental Disorders (DSM-IV) criteria and resulted in functional impairment that significantly interferes with or limits one or more major life activity. Georgia Department of Behavioral Health & Developmental Disabilities (DBHDD) provides community-based treatment and support services for people with mental illnesses and addictive diseases such as schizophrenia, major depression, and bi-polar disorder, and support to people with mental retardation and related developmental disabilities. DBHDD serves people of all ages with the most severe and likely to be long-term conditions. DBHDD offers outpatient services, day programs, residential supports, crisis services, and community supports.

Georgia's plans for system capacity and service development to meet adult mental health needs are based on federal estimates of prevalence of serious mental illness in the population aged 18 and older. Prevalence tables are constructed annually for each DBHDD region based on county population figures for each county in the region. The statewide estimate of persons with SMI, based upon CMHS prevalence data is between 245,688 and 471,455 or 3.7% and 7.1%. Prevalence data has always been limited as a true measure of effectiveness of access and outreach efforts due to the fact that consumers with benefits have access to services other than those provided by DBHDD.

Although the proportion of community based to clinic based services have risen, many individuals do not receive the intensity of services that are justified by their need. Certain

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<sup>36</sup> Douglas Wright, *State Estimates of Substance Use from the 2001 National Household Survey on Drug Abuse: Volume II. Individual State Tables and Technical Appendices*, DHHS Publication No. SMA 03-3826, NHSDA Series H-20 (Rockville, MD: Substance Abuse and Mental Health Services Administration, Office of Applied Studies, Sep. 2003) 24. Available online: <http://www.samhsa.gov/oas/nhsda/2k1State/PDF/2k1SAEv1.pdf>

minority groups are underserved as a percentage of all recipients of Georgia's public services. With Latinos representing 7% of Georgia's population, only 2.1% were enrolled in services as compared to a national average of 4.9% served. Those identified as Asian only represented 0.5% compared to a national 1.1% average served, and 0.1% being Native American compared to national 1.0% average served.

Yet another group that is seriously under-represented in receiving services is those age 65 and older. During the time between 7/1/2008 and 3/31/2008 (SFY08 first through third quarters), the unduplicated count of MH consumers 65 and older with active authorizations at some time during the period was 3,178 or approximately 4% of the total served of all adults. Division of Aging Services (DAS) provides a number of social and health services for this population but access to mental health services is limited due to several factors. Chief among them is the fact that many elderly persons are unwilling to seek mental health care due to the stigma and shame they feel related to mental health services. Too often issues of late life depression and other mental illnesses go unrecognized by primary care physicians and individuals are not referred to services. Reports from DAS indicate that many of the older individuals they serve through Medicaid Home and Community Based waivers exhibit symptoms of mental disorders, and Community Care workers are unfamiliar with how to connect these individuals to services. The public mental health system provides very few specialized programs for these older persons, and much of the current service array focuses on interventions to help consumers get jobs and other supports that do not interest individuals who are older and who have retired. Although opportunities exist to strengthen relationships between primary care physicians and mental health services, aggressive implementation of these practices has not been pursued due to budgetary limitations.

Georgia has significant problems with poverty, with an average per capita income that places the state 34<sup>th</sup> in the nation in this category. Over the years, funding for state programs and services was cut to comply with the constitutional requirement to balance the state budget. In SFY09, the legislature appropriated \$11.1 million dollars for new community services and funding was redirected to bring Adult Mental Health out of a budget deficit. Due to an expected decrease in Georgia's overall state budget in SFY10, additional progress towards increasing community services may be delayed. With a growing population and increasing demands for public health services, Georgia will continue to be challenged to meet the needs of persons living with mental illnesses. Over the past fifteen years, Georgia has been working to reform its mental health system and to move from heavy reliance on inpatient hospital services to increased community services.

Georgia is expanding efforts to address the needs of persons with mental illness who become involved with the criminal justice system, but the numbers needing services are far greater than the mental health system has the capacity to serve. This is evidenced by the growing numbers of persons with mental illness in local jails and state prisons, as well as by the number of individuals who have been found Not Guilty by Reason of Insanity (NGRI) or Incompetent to Stand Trial (IST) and require treatment in one of the state psychiatric hospital forensic units. DBHDD is examining these issues and has implemented community services, such as community integration homes and outpatient competency restoration that enable individuals to leave inpatient settings on "conditional release" and divert some individuals from hospital services who can receive services in community settings.

Persons with mental illness require a range of different types of housing. For instance, some may require constant care and supervision while others may only need infrequent monitoring visits. Some may not need any type of supervision. Of particular concern are persons with mental illness who are at risk of becoming homeless or who are homeless. This concern is discussed further in Section III.D. Other supportive housing needs include transportation to outpatient services and day programs.

As noted earlier, persons with disabilities are more likely to be poor. Consequently, a lack of affordable housing may keep many persons with mental illness from accessing community residential placements. Georgia Department of Community Affairs will continue to work and to collaborate to determine best strategies to face this on-going housing issue.

### ***Persons with Physical Disabilities***

In Census 2000, approximately 8.2% of all persons aged 5+ in Georgia (about 606,988 residents) were noted as having a physical disability (a condition that substantially limits a person from walking, climbing stairs, reaching, lifting, or carrying). The proportion of persons who possess a physical disability was substantially higher (34%) for persons 65 years and older than for those aged 16 to 64 (6%). In terms of raw numbers, however, more young persons were noted as having a physical disability (336,687) than older persons (256,057). Current estimates disability status of the noninstitutionalized population has not been updated.

According to the Unlock the Waiting Lists Campaign, currently 249 people with severe physical disabilities and/or traumatic brain injuries are waiting for home and community based services in Georgia.<sup>37</sup> Persons with physical disabilities are likely to require a variety of specialized housing supports, including housing that offers accessibility features and suitable access to treatment facilities. This is often a problem for those living in rural areas. Lack of resources is a continuing problem as funding for waiver slots has not kept pace with the demand for services.

DCA has collaboratively worked with the Brain and Spinal Injury Trust Fund Commission to provide for some home modifications for individuals that need transitional funding to make their community-based housing readily accessible. Over the past year, more than \$300 K has been allocated to complete 34 home modifications for individuals and their families.

DCA is promoting accessibility in the construction of new housing units educating community developers and builders on universal design, aging in place and visit ability of housing. Furthermore, mainstream housing choices should be available to those with disabilities. Since persons with disabilities are more likely to be poor, a high housing cost burden along with inadequate housing options may hamper these individuals from obtaining decent, safe and accessible housing.

### ***Persons with Developmental Disabilities***

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<sup>37</sup> Unlock the Waiting Lists n. page.

Georgia has been working to transition persons with developmental disabilities to more community based living situations from institutional care. In response to the Olmstead decision of 1999, there has been continuing focus on moving persons out of state hospitals that for lack of community based housing could be placed in the community with proper supports. Through, the Center for Medicaid and Medicare, the Money Follows the Person grant for Georgia has allowed transitional costs for placement of these individuals in the community. Georgia has recently refined the services that are eligible under the NOW and COMP waiver specifically for those with a developmental disability.

According to the Unlock the Waiting Lists Campaign, currently 6,847 Georgians with mental retardation and/or developmental disabilities are waiting for home and community based services in Georgia and 154 people with physical disabilities waiting on an Independent Care Waiver slot.<sup>38</sup> Georgia's waiting lists will grow by over 1,100 people because over 17,400 people with disability are living with caregivers over age 62 and over 650 students leave High School every year needing some level of disability supports.<sup>39</sup> The Georgia Department of Behavioral Health & Developmental Disabilities former known as The Georgia Department of Human Resources, Division of Mental Health, Developmental Disabilities, and Addictive Diseases (MHDDAD) offers a range of state-supported services for people with mental retardation and related developmental disabilities, serious mental illness and addictive disease problems including consumers with forensic issues. Services may include:

- Family Support – individualized services, such as in-home personal care, specialized supplies and equipment, professional consultation and scheduled respite care, designed to help families and caregivers to continue home care for a relative with disabilities
- Supported Employment – customized assistance to help a person find and keep a job, including job development, on-site job coaching, job adaptations and promotion of coworker support
- Respite Services – short-term care during the caretaker's planned "time off," or during an unexpected crisis, such as a caretaker's illness
- Community Residential Services or Personal Support– support and supervision for people who live in their own home, with a foster family, or in a small group home
- Day Supports – day and community programs, workshops and community jobs aimed at involving the person in regular community activities and tailored to individual needs
- Regional Hospitals – seven state-operated hospitals serve people with severe and profound mental retardation. Today, people may be admitted only under special circumstances for temporary and immediate care during a crisis. There is continuing emphasis to place persons with developmental disabilities in the least restrictive setting possible with community-based supported services, these provided by waiver supports in most instances.

### **(3) Georgians with Alcohol and/or Other Drug Addictions**

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<sup>38</sup> Unlock the Waiting Lists n. page.

<sup>39</sup> Unlock the Waiting Lists n. page.

In Georgia, the mental health and substance abuse programs are housed in the same agency, Department of Behavioral Health/Developmental Disabilities. This allows greater flexibility in planning for services to meet all the needs of an individual. All contracts for core services have a requirement for provision of co-occurring services and staffing patterns conducive to appropriate service delivery to individuals with co-occurring mental illness and substance abuse problems. Considerable fiscal resources have been used to provide for training on co-occurring disorder treatment and on-going consultation.

In 2006, a total of 21,587 admissions were made to substance abuse treatment facilities in Georgia.<sup>40</sup> Males accounted for 61.4% of the total admissions, whereas females accounted for 38.6%. Whites were represented in 60.6% of the total admissions and Black/African Americans were represented in 36.9% of the total admissions. Hispanics only represented 1.6% of total admissions. However, the National Household Survey on Drug Abuse for 2000-2001 reported that Georgia has a large number of people in need of but not receiving treatment (approximately 113,000).<sup>41</sup> Georgia has one of the largest treatment gaps in the nation. In 2002, the number of persons needing substance abuse treatment in Georgia was estimated to be almost 730,000 adults and almost 400,000 adolescents (12 to 17 years old).<sup>42</sup>

Georgia has continued to provide substance abuse services to individuals through the state hospitals, generally providing 3 – 7 days of treatment to detoxify the person from alcohol or substances and then refer them to community providers for follow-up. Due to budget constraints and reductions in state budgets, residential treatment settings have been impacted significantly in the state. The Department of Behavioral Health/Developmental Disabilities served 43,117 people (unduplicated count) for substance abuse problems.

Many people with addictive disorders have difficulty finding and being able to sustain their housing. Thus, an apparent relationship exists between chronic homelessness and substance abuse. The National Coalition for the Homeless notes, “For those with below-living wage incomes...the onset or exacerbation of an addictive disorder may provide the catalyst to plunge them into residential instability. And for people who are addicted and homeless, the health condition may be prolonged...,”<sup>43</sup> The National Coalition for the Homeless also claims that the destruction of single-room occupancy housing is a major factor in the growth of homelessness among substance abusers.

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<sup>40</sup> Substance Abuse and Mental Health Services Administration, “Substance Abuse Treatment Admissions by Primary Substance of Abuse,” Georgia Table (2006) Available online: <http://www.dasis.samhsa.gov/webt/quicklink/GA06.htm>

<sup>41</sup> Douglas Wright, *State Estimates of Substance Use from the 2001 National Household Survey on Drug Abuse: Volume II. Individual State Tables and Technical Appendices* 24.

<sup>42</sup> Frederick A. Marsteller, *Georgia Substance Abuse Treatment Needs Assessment: Summary and Gap Analysis* [Stone Mountain, GA]: Behavioral Research Consulting, Inc., [April 2003] ii. Available online: <http://www.gsu.edu/%7Ewwwgad/assessment.htm>

<sup>43</sup> National Coalition for the Homeless, “Addiction Disorders and Homelessness,” NCH Fact Sheet #6 (Apr. 1999) n. page. Available online: <http://www.nationalhomeless.org/addict.html>

The transition to a healthier lifestyle is likely to be most successful when counseling, medical services, and other supportive services are provided in a residential environment, and access to those services is available for extended periods. Housing stability is vital for successful treatment of addictive disorders.

#### **(4) Georgians with HIV/AIDS**

Georgia had at least 48,637 people living with AIDS as of September 2008.<sup>44</sup> More information about Georgia's population with HIV/AIDS can be found in Section III.F.

The need for medical, financial, emotional, and physical support increases as AIDS progresses. The disruption of employment during hospitalizations and the eventual incapacitation is financially devastating to the patient. Renters can be evicted from their apartments and owners can lose their homes due to their inability to pay housing bills.

The housing needs of persons living with HIV/AIDS include tenant-based rental assistance (short- and long-term), emergency assistance, and rental and utility deposit assistance. Emergency assistance for individuals with HIV/AIDS enables homeless or marginally housed clients who become homeless to access shelter at local hotels and motels. To illustrate, medical conditions such as tuberculosis and other opportunistic infections often prevent these individuals from entering many conventional shelters for the homeless. In addition, rental and utility deposit assistance allows low-income people with HIV/AIDS to pay deposits even for the most modest housing.

During FY2008-09, the State's seven (7) HOPWA project sponsors provided HOPWA-funded housing assistance to 388 households (411 persons w/ HIV/AIDS and 309 other family members) and supportive services to a total of 2,046 households consisting of one or more persons with HIV/AIDS (the 388 households who also received HOPWA-funded housing assistance along with an additional 1,658 households who received "Supportive Services Only"). Some of the State's project sponsors under the HOPWA program provided Non-HOPWA funded housing to another 68 households. Also during this operating period, six HOPWA Sponsors &/or other nonprofit agencies received \$318,127 in Shelter Plus Care (S+C) funds for the rental assistance of homeless persons with both a disability and HIV/AIDS, and they maintained 86 units of Rental Assistance through the S+C Program.

As noted in section III.B, the State estimates that 456 HOPWA-eligible households have unmet housing needs in the balance of state's HOPWA 127-county coverage area. The following chart has the unmet need estimate broken out by type of assistance as related to the HOPWA housing assistance available.

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<sup>44</sup> 3<sup>rd</sup> Quarter 2008 Surveillance Report for the State of Georgia,



### Assessment of Unmet Need for HOPWA-eligible Households

1. Total number of households that have unmet housing needs	= 456
<i>From Item 1, identify the number of households with unmet housing needs by type of housing assistance</i>	
a. Tenant-Based Rental Assistance (TBRA)	= 187
b. Short-Term Rent, Mortgage and Utility payments (STRMU)	= 91
c. Housing Facilities, such as community residences, SRO dwellings, other housing facilities	= 178

Supportive services needed by persons living with HIV/AIDS include mental health, substance abuse and/or support group counseling; dental and medical referrals; home health nursing; rehabilitation services; nutritional services; access to medication; and home hospice care. Other supportive services needed include employment training; clothing and furniture referrals; food; personal assistance to locate affordable housing opportunities; housing counseling and referral; credit services; legal services; financial counseling; foster care and/or adoption services.

In 2009, the Georgia Department of Community Health, HIV Unit (formerly known as the Department of Human Resources) completed a statewide 2009-2012 Comprehensive HIV Service Plan that included medical, dental and other segments of HIV care, however housing stability did not appear to be part of the assessment. According to this plan, an estimated 50% of persons living with AIDS in Georgia and 61% of persons living with HIV (non-AIDS) did not receive any HIV primary medical care during calendar year 2007. The plan reports that the estimated number of persons who received HIV primary care was 9,109 of persons living with AIDS and 8,802 of persons living with HIV (non-AIDS).<sup>45</sup>

### **(5) Georgia's Migrant Farm workers**

The number of farms in the United States has grown 4 percent and the operators of those farms have become more diverse in the past five years, according to results of the 2007 Census of Agriculture Statistics report. The 2007 Census counted 2,204,792 farms in the United States, a net increase of 75,810 farms. As noted below in Figure 5, the number of farms in Georgia has decreased but the farming business has showed nearly 80%

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<sup>45</sup> Georgia Department of Community Health (formerly known as the Department of Human Resources); State of Georgia Comprehensive HIV Services Plan 2009-2012; <http://health.state.ga.us/epi/hivaids>.

increased in the crop output. Also noted is the amount of rent that the farm operators charge the tenants who work for them. There was also an 80% increase in the amount of rent received. Georgia's agribusiness, the state's leading industry is stable and healthy. Georgia's agriculture has a value of about \$11 billion as it comes off the farm, but that figure increases almost tenfold by the time it gets to the consumer.<sup>46</sup> Migrant workers are an important factor of this industry.

<b>Figure 5: Farm income and value added data</b>		
	<b>2007</b>	<b>2008</b>
Number of farms	47,900	47,800
	Thousands \$	
Final crop output	2,307,855	2,742,532
Final animal output	4,331,526	4,635,916
Services and forestry	1,388,260	1,437,070
Final agricultural sector output	8,027,640	8,815,518
Factor payments	808,967	857,582
Employee compensation (total hired labor)	422,917	465,563
Net rent received by nonoperator landlords	75,372	93,180
Real estate and nonreal estate interest	310,678	298,839
Net farm income	2,167,065	2,775,135

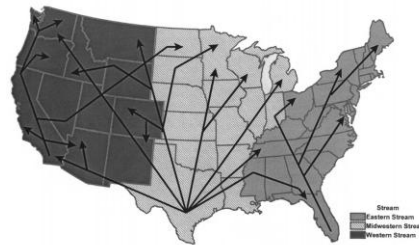
Migrant farm workers have often been called the invisible community because they come into the State and pick the crops and soon after leave. They are among the hardest-working people in the United States. They are also among the poorest. Farm worker poverty, along with other factors, leads directly to a lack of decent, safe, and affordable housing. Farm workers face the entire range of housing problems: substandard housing quality, crowding, unaffordable housing costs, and low homeownership rates. The decennial Census does not collect information on farm workers as a distinct population, estimates of the numbers of seasonal farm workers and their dependents range from 1.9 to 4 million. A 2008 estimate by the U. S. Census Bureau stated that 774,859 Hispanics resided in Georgia. This number reflects a 100 percent growth rate in the state's Hispanic population in the last eight years. Today, approximately 100 people arrive to Georgia each day from Latin America. This settlement pattern makes Georgia the third fastest growing state in Hispanic growth rates in the United States.

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<sup>46</sup> Georgia Trend Magazine, Fields and Yields by Ed Lightsey published August 2008

There are three basic streams of migrant farm workers. The east coast stream, which affects Georgia, starts in Florida, moves up through Georgia, the Carolinas, kind of splits there, one section going up through Ohio and Michigan, the other section going up to New York<sup>47</sup>. Georgia is in the path of two migrant streams See Figure 6 – the Eastern (which begins in Florida) and the Midwestern (which begins in Texas). Farm workers are a very diverse group of people. They could be of Hispanic decent, particularly Mexicans or from Central America; Caribbean; Haitians or Native Americans. Although farm workers play a significant role in the state’s agriculture industry, their working conditions are harsh: low wages, poor or no health care, substandard housing, poor or no education for their children, sometimes-unsafe work conditions, and long hours. Children often work in the fields along with their parents to supplement the family income. Migrant workers are involved in the planting and harvesting of many crops including peaches, tomatoes, onions, melons, and apples.

Figure 6: Migrant Streams in the U.S.



Source: Migrant Head Start Program. Available online at:

<http://www.hud.gov/local/shared/working/groups/frmwrkcolnfl/migrantstreamsmmap.htm?state=fl>

### Demographics Overview:

The U.S. Department of Labor, National Agricultural Workers Survey, 2002-2007 reports that the median age of migrant workers is about 34 years of age. Mostly the workers are male (78%), and some come with their families. The highest grade level obtained is the 7<sup>th</sup> grade. Unfortunately, very little information is available that documents Georgia’s migrant farm worker population. The undocumented status of many farm workers is due to their perpetual migration, typically non-English speaking and many migrant workers, half of whom are illegally in the country, often refuse to participate out of fear that they will be arrested and deported.

The Housing Assistance Council (HAC) conducted a survey of farm worker housing throughout the country and reported that farm workers are among the worst housed groups in the United States. Almost 85% of all units were crowded. Of farm workers living in the crowded units, more than 50% were raising children. The average individual

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<sup>47</sup> *Race, risk, and the health care of migrant workers in South Georgia* .Mary Anne Shepherd, N.P., Director, Ellaville Primary Medicine Center

farm worker had an income range from \$10,000 to \$12,499 and the average total family income ranged from \$15,000 to \$17,499. 30 percent of all farm workers had total family incomes below the U.S. government's poverty guidelines.

The largest concentration of migrant farm workers occurs in the counties of Brooks, Colquitt, Decatur, Grady, and Mitchell. Based on earlier Census estimates there could be at least 200,000 migrant and seasonal workers and their dependents are in the state at any one time. Most of these individuals are males and are from Mexico or other Latin American countries. Unfortunately, additional studies have not been completed in some time thereby could refute this projection. The study concluded that farmers were concerned that housing shortages restricted labor recruitment. Farmers were also frustrated with the regulation of the housing they provided and with the difficulty in meeting requirements for government housing improvement programs.

Most migrant workers, however, must find housing between jobs or be temporarily homeless. In sum, decent, safe, and sanitary short-term housing is needed for single-persons, especially males. Multifamily units are necessary for farm workers who have families or who have settled. In addition to housing, this population needs supportive services such as education, legal services, health care, job training, and child care.

#### **(6) Georgia's Public Housing Residents**

The State of Georgia does not own, manage, nor operate any public housing as a public housing authority. Neither does the State foresee owning, operating, or managing any public housing in the future. Therefore, action in this area is not feasible. In 1937, the Georgia General Assembly enabled each county and city to establish functioning public housing authorities within their jurisdiction upon a declaration of need. While DCA does not specially target funds in the Consolidated Plan for public housing programs, the State of Georgia believes it has a vested interest in the federal government's commitment to continue to provide resources for the operation, maintenance and preservation of public housing and for the Housing Choice Voucher Program. Public Housing Authorities implement a large portion of Georgia's housing assistance effort.

DCA administers the Housing Choice Voucher Program as part of Georgia's comprehensive housing program. The Housing Choice Voucher (HCV) program allows public housing authorities the opportunity to offer rental and utility assistance to lower-income families by utilizing existing housing stock. The program is tailored to meet the individual needs of qualified families by offering each family the freedom to find a suitable unit and contract with landlords who will agree to accept the HCV rent subsidies on behalf of the family and to maintain their rental properties to the required Housing Quality Standards. Currently, the Program serves over 16,000 Georgia families and processes over 13,000 rental assistance payments per month, adding more than \$104 million to Georgia's economy each year. The amount of the subsidy is based primarily upon the participant's income. DCA administers the program in 149 of Georgia's 159 counties through six regional offices located around the State. Across the remainder of the State, local public housing authorities administer this program in the remaining 10 counties (Bibb, Chatham, Clayton, Cobb, DeKalb, Fulton, Glynn, Muscogee, Richmond, and Sumter counties).

A general telephone number (404) 327-7912 and toll free (888) 858-6085 is provided for potential recipients wanting to obtain county waiting list information. This waiting list information is updated weekly. This information is also available on the DCA website at the following location: <http://www.dca.ga.gov/RentalAssistance/WaitingLists>.

There are currently 3,448 households on the Housing Choice Voucher waiting list. Since DCA administers the program in 149 counties in Georgia, a random sampling of four counties was selected (Bulloch, Douglas, Forsyth and Taylor) to assess housing need.

These counties selected reflect:

- That 78% of the families assisted have income at or below 30% of the median income.
- About 77% of waiting list applicants have incomes at or below 30% of the area median income indicating that future assisted households will have a greater need for subsidy assistance.
- Over 2,572 of the households (75%) on the waiting list are families with children while 5% are elderly families and 7% are families with disabled household members.

During SFY2009, the State's Housing Choice Voucher (Section 8 Rental Assistance) program provided \$97,552,222 in assistance, benefiting 15,562 households. DCA has aggressively sought to develop affordable home ownership opportunities for all Georgians residents. Highlights include:

- Developing an Administrative Plan for a Voucher Homeownership Program.
- During calendar year 2008, 8 of assisted families purchased their own homes.
- As of December 2009, DCA was assisting 453 families through the Family Self-Sufficiency Program. There were two graduates of the program that were able to purchase their home through our efforts.

Local governments have created 202 PHAs, providing public housing. Seventeen PHAs offer Housing Choice Vouchers rental subsidies. PHAs utilize funds from public housing rent receipts, federal subsidies from HUD and proceeds from bond issues for some development costs. Georgia's housing authorities and agencies manage over 100,000 dwelling units, and serve over a quarter million of Georgia's low-income citizens. There are over 50,000 public housing units ranging from apartments to single family homes, and over 52,000 voucher units. As of December 2009, at least 102,000 households received assistance from these public housing authorities across the state. Of these households, 48,960 utilized public housing units, 51,000 benefited from Housing Choice Vouchers, and 2,040 benefited from modification/rehabilitation assistance. Many public housing authorities have taken steps to encourage residents to assume a more active role in their neighborhoods. Other authorities are focusing on the renovation and modernization of their units to serve the public. For instance, several public housing authorities in Georgia have been awarded HOPE VI Revitalization and Demolition grants in the effort to improve severely distressed units.

## F. GEORGIA'S POPULATION WITH HIV/AIDS

The HIV/AIDS epidemic continues to grow in Georgia. According to the Georgia Department of Community Health, Georgia continues to rank eighth in the nation in the number of persons living with HIV/AIDS. As of April 2008, all 50 states, the District of Columbia, and 5 dependent areas—American Samoa, Guam, the Northern Mariana Islands, Puerto Rico, and the U.S. Virgin Islands utilize the same confidential name-based reporting system to collect HIV and AIDS data. Georgia began collecting AIDS case reports in the early 1980's and switched to name-based reporting December 2003.

Based on the Department of Community Health's 2008 Surveillance report, of the 33,599 Georgians living with HIV/AIDS, 64% resided in the Atlanta Metropolitan Statistical Area (MSA), 5% resided in the East Central (Augusta) Public Health District, and approximately 31% resided in the balance of state (127 counties) HOPWA jurisdiction. The Figure below shows the number of persons living with HIV/AIDS broken out by Public Health District.<sup>48</sup>

**Figure 6 - Public Health District: Persons Living with AIDS.**

Public Health District	Number of Persons Living w/ HIV	Number of Persons Living w/ AIDS
1-1 Northwest (Rome)	254	353
1-2 North Georgia (Dalton)	173	233
2 North (Gainesville)	168	236
3-1 Cobb-Douglas	796	1,049
3-2 Fulton	3,090	6,812
3-3 Clayton County (Morrow)	579	747
3-4 East Metro (Lawrenceville)	651	850
3-5 DeKalb	2,259	3,274
4 LaGrange	410	576
5-1 South Central (Dublin)	294	241
5-2 North Central (Macon)	687	872
6 East Central (Augusta)	744	1,059
7 West Central (Columbus)	499	641
8-1 South (Valdosta)	374	422
8-2 Southwest (Albany)	458	702
9-1 Coastal (Savannah/Brunswick)	732	1,155
9-2 Southeast (Waycross)	351	501
10 Northeast (Athens)	224	363
Other Georgia Residents	362	408
<b>Total</b>	<b>13,105</b>	<b>20,494</b>

Source: 2008 Georgia Data Summary: HIV/AIDS Surveillance; Georgia Department of Community Health, (<http://health.state.ga.us/epi/hiv aids/index.asp>)

The number of persons living with AIDS in Georgia has increased every year since 1981. Using data from the CDC, the cumulative number of HIV/AIDS cases in Georgia was 48,637 as of September 30, 2008. Figures 8-10 represent data from the Georgia AIDS Coalition's *3<sup>rd</sup> Quarter 2008 – Surveillance Summary, Number of Cumulative HIV/AIDS Cases for the State of Georgia (by report date), 1980 – September 30, 2008*. Better

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<sup>48</sup> 2008 Georgia Data Summary: HIV/AIDS Surveillance

treatment options are allowing persons living with this disease to live longer, however, as shown in Figure 7, approximately 35% of persons who have contracted HIV/AIDS have died.

**Figure 7 - Number of cases and deaths by diagnostic status and age category (number reported in selected time period)**

Diagnostic Status	Adults / Adolescents				Children (<13 yrs)			
	No.	%	Deaths	%	No.	%	Deaths	%
HIV infection (not AIDS)	12,980	27%	488	4%	222	45%	7	3%
AIDS – Immunologic	15,723	33%	4,500	29%	21	4%	3	14%
AIDS – All others	19,442	40%	11,735	60%	249	51%	127	51%
Total	48,145	100%	16,723	35%	492	100%	137	28%

Diagnostic Status	Total			
	No.	%	Deaths	%
HIV infection (not AIDS)	13,202	27%	495	4%
AIDS – Immunologic	15,744	32%	4,503	29%
AIDS – All others	19,691	40%	11,862	60%
Total	48,637	100%	16,860	35%

Source: Georgia AIDS Coalition, 3<sup>rd</sup> Quarter 2008- Surveillance Summary

As shown in Figure 8, 69% of the cumulative HIV/AIDS cases diagnosed in Georgia have been in males as of September 2008. The cumulative cases of females with HIV/AIDS is 31%, which an increase of 4% of the total number of cases diagnosed in the last 5 years when the State reported that females accounted for 27% of all cases reported in Georgia. The most frequent age category for both males and females is 25-34 years (37% and 36% respectively) with the 35-44 age category following closely behind at 33% for both males and females.

**Figure 8 - Number of cases by age at diagnosis and sex**

Age at diagnosis (yrs)	Male		Female		Total	
	No.	%	No.	%	No.	%
<13	234	1%	258	2%	492	1%
13-14	37	0%	28	0%	65	0%
15-24	4,147	11%	1,652	14%	5,799	12%
25-34	13,792	37%	3,776	33%	17,568	36%
35-44	12,358	33%	3,485	30%	15,843	33%
45-54	4,873	13%	1,651	14%	6,524	13%
55-64	1,315	4%	525	5%	1,840	4%
>=65	331	1%	175	2%	506	1%
Total	37,087	100%	11,550	100%	48,637	100%

Source: Georgia AIDS Coalition, 3<sup>rd</sup> Quarter 2008- Surveillance Summary

As shown in Figure 9, Black or African Americans account for a total of 69% of cumulative cases of HIV/AIDS, but the percentage of Black or African Americans comprising Georgia's population is roughly 30%. It is also important to note that Black or African Americans account for 80% of the female race/ethnicity category.

**Figure 9 - Number of cases by race/ethnicity (data excludes 1 adult with missing race/ethnicity)**

Race/ethnicity	Male		Female		Total	
	No.	%	No.	%	No.	%

Hispanic, All races	1,540	3%	14	3%	1,554	3%
American Indian/Alaskan Native (non Hispanic)	47	0%	1	0%	48	0%
Asian (non Hispanic)	80	0%	1	0%	81	0%
Black or African American (non Hispanic)	33,147	69%	394	80%	33,541	69%
Native Hawaiian/Pacific Islander (non Hispanic)	7	0%	0	0%	7	0%
White, (non Hispanic)	13,061	27%	74	15%	13,135	27%
Legacy Asian/Pacific Islander (non Hispanic)	45	0%	0	0%	45	0%
Multi-race (non Hispanic)	210	0%	6	1%	216	0%
Unknown	7	0%	2	0%	9	0%
Total	48,144	100%	492	100%	48,636	100%

Source: Georgia AIDS Coalition, 3<sup>rd</sup> Quarter 2008- Surveillance Summary

According to the Georgia Department of Community Health, men who have sex with men (MSM) represent 52% of the most commonly reported transmission category within the persons living with AIDS group, and they represent 44% of males living with HIV (not AIDS).<sup>49</sup> Among the newly diagnosed cases of males and females with HIV and AIDS, there seems to be a very large number of cases that are missing risk information or that did not meet the CDC-defined risk category.

## G. GEORGIA'S LEAD-BASED PAINT HAZARDS

Lead has virtually been eliminated from gasoline, food cans, and post-1978 residential paint in the last two decades. This has contributed to reductions in blood lead levels among children and adults in the nation's population. Nevertheless, important environmental sources and pathways of lead remain. However, pre-1978 deteriorating lead-based paint, lead-based paint in homes undergoing renovation or repair, lead-contaminated dusts and soils, and lead taken home by parents from a lead-related industry remain important sources of childhood lead exposure. Many of those residential properties built contain lead-based paint. Unfortunately, it is difficult to measure the exact number of housing units with lead-based paint hazards. First, the manufacturing and sale of lead-based paint was slowly reduced in the United States over a long period of time until it ended in 1979. Second, no house-to-house paint inspection has ever occurred. Thereby the persistence of lead poisoning presents a challenge to public health authorities, clinicians, regulatory agencies, and society.

Fortunately, it is possible to estimate the number of units with lead-based paint based on the age of the housing stock. HUD estimates that three-quarters of pre-1980 housing units contain some lead-based paint. The likelihood, extent, and concentration of lead-based paint all increase with the age of the building. Fully 90 percent of privately owned units built before 1940, 80 percent of units built between 1940 and 1959, and 62 percent of units built between 1960 and 1979 contain some lead-based paint.<sup>50</sup> By using this methodology of the units when assessing the situation in Georgia, at least 29 percent of Georgia's housing units are estimated to be contaminated with lead-based paint (see Table 20).

<sup>49</sup> 2008 Georgia Data Summary: HIV/AIDS Surveillance; Georgia Department of Community Health, (<http://health.state.ga.us/epi/hiv aids/index.asp>)

<sup>50</sup> HUD Guidelines for the Evaluation and Control of Lead-Based Paint Hazards in Housing



**Table 20: Estimated Total Housing Units in Georgia with Lead- Based Paint**

Year House Built	Total Units	Estimated Number of Units with Lead-Based Paint
All	4,026,082	
Built 1939 or earlier	210,432	189,389
1940 - 1959	419,734	335,787
1960 - 1979	1,011,690	627,248
TOTAL	1,645,433	1,152,424

Source: U.S. Census Bureau, *Census 2008*

The Centers for Disease Control and Prevention (CDC) states that lead-based paint is the most common environmental health hazard to young children.<sup>51</sup> This exposure represents one of the most significant environmental threats from a housing perspective. Housing conditions can significantly affect public health. The U.S. Department of Housing and Urban Development (HUD) and the Environmental Protection Agency (EPA) have both continually released plans over the last twenty years dealing with the elimination of lead hazards. HUD requires all federally assisted housing to follow lead based paint regulations. DCA adheres to these regulations. To eliminate lead poisoning will require a tremendous effort from all levels of government as well as the private sector. When lead enters the bloodstream of a child, this poison can cause serious physiological damage. High levels of lead poisoning may result in severe mental retardation, kidney impairment, and reproductive damage. Low levels of exposure can result in learning and reading disabilities. The major source of lead exposure comes from lead-contaminated dust found in deteriorating buildings. There are other unexpected sources of lead in the home account for occasional cases of childhood lead poisoning according to American Academy of Pediatrics.

Centers for Disease Control and Prevention (CDC) continues to assist state and local childhood lead poisoning prevention programs, to provide a scientific basis for policy decisions, and to ensure that health issues are addressed in decisions about housing and the environment. Laboratories and healthcare providers are required to notify the Georgia Lead Poisoning Prevention Program (GLPPP) of all persons, regardless of age, with a blood lead level greater than or equal to 10 ug/dL. However, the GLPPP encourages that all blood lead results be reported to the program. The CDC has established an intervention level of 10 ug/dL of whole blood, a point at which adverse health effects have been documented. Research and evaluation studies have demonstrated the effectiveness of a range of hazard control strategies aimed at controlling lead dust hazards.

It was once commonly believed that the most common exposure to lead-based paint resulted from the chipping or peeling of improperly maintained painted surfaces or from

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<sup>51</sup> David E. Jacobs, et al, *Guidelines for the Evaluation of and Control of Lead-Based Paint Hazards in Housing* (Washington, DC: U.S. Department of Housing and Urban Development, June 1995) 1-5. Available online: <http://www.hud.gov/offices/lead/guidelines/hudguidelines/Ch01.pdf>

chewing on a windowsill or doorframe covered with lead-based paint. However, lead dust is now considered an equally common and dangerous source of exposure in children. Friction surfaces (doors, windows, and stair treads) covered with lead-based paint generate lead dust. This dust can coat a child's fingers and toys and subsequently be ingested by the child.

However, the mere presence of lead-based paint does not mean that lead poisoning will occur. The condition of the painted surfaces, their location, and the maintenance practices of the household all determine whether the lead-based paint presents an immediate threat.

Low-income households that earn between 0 and 50% of MFI are least able to afford well-maintained housing and therefore are often at greater risk of lead poisoning. Using 2005 Census data for the number of housing units by tenure and year built, for the distribution of housing units by age, tenure, and income group, the state found that over 380,000 housing units occupied by low-income households are believed to have lead-based paint hazards. Renters with low and moderate incomes are particularly susceptible.

Childhood lead poisoning prevention programs have had a tremendous impact on reducing the occurrence of lead poisoning in Georgia as well as the nation as a whole. Because of these programs, deaths are now rare. These programs have targeted high-risk children for periodic screening; provided education to caretakers about the causes, effects, symptoms, and treatments for lead poisoning; and ensured medical treatment and environmental remediation for poisoned children. Screening and medical treatment of poisoned children remain critically important until the environmental sources most likely to poison children are eliminated.

## **Section IV: Housing Market Analysis**

### **A. GENERAL CHARACTERISTICS**

The housing market around the country continues to experience drastic changes. Economists indicate that the United States had suffered the worst housing market downturn since the Great Depression. In some of the worst housing markets, deflation has reached double-digit proportions. The housing market plunged 16% in November 2009, according to the National Association of Realtors. Buying dropped off substantially as the expiration date for the original first-time homebuyers tax credit approached. Pending home sales tumbled in nearly every region. Sales plummeted 25.7% in the Northeast and Midwest, dropped 15% in the South, but dipped just 2.7% in the West. However national housing market conditions showed signs of stabilizing during the third quarter of 2009, after a three-year downward trend that began in the first quarter of 2006. Excessive inventories of available homes at the current sales rate maintained their descent in the third quarter of 2009, reaching an average rate of 7.6 months' supply for new homes and 8.8 months' supply for existing homes, compared with rates of 9.4 and 9.8, respectively, in the second quarter. The delinquency rate on mortgages continued its downward trend while the percentage of foreclosure starts for all mortgage loans in the second quarter of 2009 was virtually the same as in the first quarter. Housing affordability fell in the third quarter of 2009, according to the NAR® Housing Affordability Index. The composite index for the third quarter suggests that a family earning the median income had 159.2 percent of the income needed to purchase the median-priced, existing single-family home using standard lending guidelines. Single family home production declined in all states in the Southern region, with decreases ranging from 30 %in Alabama to 53% in Georgia. North Carolina, Florida, and Georgia accounted for more than two-thirds of the regional decline, with decreases of 19,850, 17,400, and 13,750 homes, respectively.<sup>52</sup>

#### **(1) Demographic Trends**

Georgia's population growth is among the most rapid in the nation. The fastest growing segments of the population are lower income persons and families. Long-term projections indicate that future population characteristics will create even a greater demand for affordable and subsidized housing than exists today. The affordability crisis will continue and expand. Georgia ranked as the ninth most populous state in the United States. The number of Georgia's MSAs increased from 7 to 15 after the 2000 Census. With an estimated 9,685,744 residents as of July 2008, U.S. Census data revealed that Georgia is the ninth populous state with an 18.3% change from April 2000 to July 2008. From 2007 to 2008, 14 of Georgia's counties ranked among the nation's 100 fastest growing, second only to Texas.<sup>53</sup>

The metro Atlanta area has the vast majority of Georgia's population. Four of those metro counties have over 650,000 residents: Fulton - 1,014,932; Gwinnett - 789,499;

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<sup>52</sup> HUD User: U.S. Housing Market Condition 3<sup>rd</sup> Quarter 2009 Publication Summary.

<sup>53</sup> Wikipedia Encyclopedia: The Times-Herald Published Thursday, March 19, 2009 By Ellen Corker

DeKalb - 698,158; and Cobb - 739,956. Atlanta is the capital and the most populous city in Georgia as well as the core city of the ninth most populous metropolitan area in the United States. Data suggests that several counties reflect more than a 50% change. Those counties include Barrow (51.9%), Forsyth (70.8%), Henry (60.5%), Newton (58.9%), and Paulding (63.2%). All of these counties are part of the Atlanta MSA. Forbes.com has named Forsyth as the 11th richest county in the United States for 2008. In 2007, Gwinnett is one of the fastest growing communities across the country. A case study conducted by the Family Connection Partnership entitled “Case Study of Collaborative Successes” indicates that Gwinnett was first among Georgia’s 159 counties in growth and led the Atlanta region in net population growth with an increase of 67%. Also, the Gwinnett County Public Schools, the largest school system in Georgia, estimate that 115 different languages are spoken among their more than 120,000 students. In fact, some schools have reached a majority-minority student population, most of whom are limited English proficient. The most frequently spoken language is Spanish, followed by Korean, Vietnamese, and Russian.

Population growth has been experienced in 124 of Georgia’s 159 counties, with nearly half of all Georgia counties experiencing a population increase of 15% or more. About two-thirds of the population increase was attributed to net migration or an influx of new residents. Georgia ranks as the seventh most popular state for international migrants. Hispanics, Blacks and Asians were a majority of both domestic and international migrants and constituted two out of every three persons moving into the state. In 2005, the Georgia Office of Planning and Budget projected the state’s population will grow 34% between 2000 and 2015 to 10,813,573. “Twelve Atlanta counties are expected to grow by 75% or more with half of the state’s population residing in these counties.”<sup>54</sup> The 2008 Census estimates reported that the percentage of males and females in Georgia were almost equal, with 49% being male and 51% being female. The median age of 34.3 years, is almost three years higher than the median age in 1990.

**Table 21: Georgia’s General Population Characteristics, 2006-2008**

<b>POPULATION</b>	<b>TOTALS</b>	<b>% OF TOTAL POPULATION</b>
Total Georgia Population	9,685,744	100%
Male	4,765,387	49.2%
Female	4,920,357	50.8%
Median Age	34.8	-----
High School Graduates % of 25 yrs & older	-----	82.9%
Average Household Size	2.7	-----
Average Family Size	3.29	-----
Median Household Income	49,080	-----

Source: U.S. Census Bureau, *American FactFinder*

The average household size in 2008, statewide, was 2.7 persons. While household sizes are decreasing across the country, Georgia’s average household size is less than that of the national average of 3.20 persons per household and the gap is widening each year.

<sup>54</sup> Georgia 2015 Population Projections- Office of Planning and Budget 2005 p. 1

The average family size slightly increased from 2000 from 3.14 to 3.29 in 2008. Families make up 68% of the households in Georgia.

According to HUD, the annual median household income for the state in 2007 was \$49,080, which is lower than the national amount of \$50,740. Nearly 14% of Georgians receive social security benefits, lower than the national rate of 16.3%. The number of beneficiaries in current payment status in Georgia is 1,347,932 persons with 222,208 being disabled workers.<sup>55</sup> The Atlanta metro area had the most beneficiaries with Fulton County leading the way with 15,035 persons.

## **(2) Overview of Georgia's Housing Supply**

Continued population growth, combined with increasingly smaller household sizes and low mortgage rates, has spurred tremendous growth in the housing market for Georgia as well as for the nation. As shown in Table 22, the number of occupied housing units increased 15.9% from 2000 to 2008, lower than the 24% increase in total housing units for the state. As noted on the table below, there was nearly a 93% increase in the number of vacant units. October 2009 Census estimates indicated that national vacancy rates in the third quarter of 2009 were 11.1% for rental housing and 2.6% for homeowner housing. The Census Bureau press release stated that the rental vacancy rate was higher than the third quarter 2008 rate (9.9%) and higher than the rate last quarter (10.6%). For homeowner vacancies, the current rate was lower than the third quarter 2008 rate (2.8%), but was not statistically different from the rate last quarter (2.5%). The homeownership rate at 67.6% for the current quarter was not statistically different from the third quarter 2008 rate (67.9%) or from last quarter's rate (67.4%). In Atlanta, the vacancy rate increased to 11.1%, a 1.8-percentage-point increase compared with the rate recorded during the third quarter of 2008.<sup>56</sup>

**Table 22: Changes in Georgia's Housing Units from 2000 to 2008**

<b>Category</b>	<b>2000</b>	<b>2008</b>	<b>Percentage Change 2000 – 2008</b>
Total Housing Units	3,281,737	4,026,082	22.68
<b>Occupancy</b>			
Occupied Housing Units Percent	3,006,369 91.6%	3,486,587 86.6%	15.97%
Vacant Housing Units Percent	275,368 8.4%	531,340 13.4%	92.86
<b>Tenure</b>			
Owner-Occupied Housing Units Percent	2,029,154 67.5%	2,729,683 67.8%	34.52%
Renter-Occupied Housing Units Percent	977,215 32.5%	1,296,398 32.2%	32.66%

Source: U.S. Census Bureau, American FactFinder 2008

Single family homes are the most common type of units. In 2008, the composition of Georgia's housing stock was 70% single family houses, 5% two- to four-unit houses, 15% multifamily units, 10% mobile homes and less than 1% for boats, RVs or vans.

<sup>55</sup> Social Security Administration, Mater Beneficiary Record, December 2008

<sup>56</sup> HUD User: U.S. Housing Market Condition 3<sup>rd</sup> Quarter 2009 Publication Regional Activity HUD Region IV. Available online at: [http://www.huduser.org/portal/periodicals/ushmc/fall09/reg\\_activity.pdf](http://www.huduser.org/portal/periodicals/ushmc/fall09/reg_activity.pdf)

### **(3) Condition of Georgia's Housing Supply**

Substandard housing is housing that does not meet the standards for living by people. Housing units are classified as substandard if the unit lacks plumbing (a working toilet and/or tub/shower, the water supply was contaminated), electricity (having frayed wiring, exposed wiring or other electrical problems), structural problems (loose or missing exterior or broken steps, sagging structural features, and holes in the floor), overall upkeep (evidence of water leakage, unsanitary conditions, trash in the yard, broken plaster or peeling paint, holes in the walls, damaged roof or shingles, damaged windows or windows missing screens, damaged or missing siding, or damaged foundations). Substandard housing is a serious issue. Residents of these units are at increased risk for fire, electrical injuries, falls, rodent bites, and other illnesses and injuries and, as a result, a place where diseases spread quickly because of these problems. Nationally, an estimated 6 million families live in substandard housing according to the National Center for Healthy Housing. According to new research from NCHH, the majority of U.S. families (67%) live in a home with at least one major health risk. Overall, the housing units in Georgia are in good condition. The 2007 U.S. Census data contains five factors that describe the condition of the housing stock, including the presence of kitchen and plumbing facilities, heating source, overcrowding, and the age of the housing unit. These factors, however, have limitations: no information is provided on the actual structural conditions of the housing units. Fortunately, these statistics do provide some measure of housing conditions. The following summarizes the findings for housing conditions in each of the categories reported in the Census.

Kitchen Facilities – More than 99% of Georgia's housing units had kitchen facilities. Only 0.5% (16,387) lacked complete kitchen facilities.

Telephone Service- A total of 218,810 units, over 6% did not have available telephone service.

Plumbing Facilities – Almost all housing units had plumbing facilities. A total of 14,324 units, approximately 0.4%, lacked complete plumbing facilities.

Heating Source – The majority of Georgia's houses were heated by electricity (47%). 45% utilized utility gas as the source of heating; 7.3% used bottled, tank, or LP gas; and the remaining 1% used another fuel or no fuel at all.

Overcrowding – Conditions of overcrowding, defined as more than one person per room, affected 2% of all occupied housing units in Georgia. Renters were more likely to live in overcrowded units than owners. 11% of renters live in overcrowded units. Hispanics were more likely to live in overcrowded housing than all other racial/ethnic groups.

Age of Housing Stock – 30% of Georgia's housing units were 15 years old or less in 2007, 34% were between 16 and 39 years old, and 26% were at least 40 years old.

#### **(4) Georgia's Housing Costs**

A common measure of housing affordability includes the relationship of housing costs to income. A household spending more than 30% of its income on housing is defined as cost burdened. Attempts to characterize housing affordability solely in terms of comparing income to housing costs, however, somewhat diminishes the importance of demographic and economic conditions that also influence affordability. Unfortunately, the influence of demographic and economic factors upon housing affordability is difficult to measure. Consequently, this discussion of affordability focuses exclusively upon the relationship of housing costs to income.

From 2000 to 2008, the gross median rent increased 77% (see Table 23), while the median earnings have decreased from \$31,235 in 2000 to \$29,113 in 2008. According to the 2008 Census, the gross median rent is \$790. With a 77% increase in rents since 2000, lower income households are having an increasingly difficult time finding affordable housing. In Georgia, the Fair Market rent (FMR) for a two-bedroom apartment is \$762. In order to afford this level of rent payment, a household must earn \$30,491. This amount is more than the median earning household earns. According to the National Low Income Housing Coalition (NLIHC), a minimum wage worker must work 90 hours per week, 52 weeks per year. When housing is unaffordable, families are forced to crowd into places meant for fewer people.

**Table 23: Housing Costs in Georgia**

Category	2000	2006-2008	Percentage Change 2000 – 2006-2008
<b>Housing Costs</b>			
Gross Median Rent	\$613	\$790	29%
Median Earnings	\$31,235	\$29,113	-7%
Median Household Income * based on 2008 Inflation	\$42,433	\$50,549	19%
Median Home Value	\$111,200	\$163,500	47%

Source: US Census, American FactFinder 2006-2008

Homeownership rates in Georgia grew between 2000 and 2007 even though the median value of \$163,500 is lower than the national average of \$192,400. As noted above in Table 23 there is a 47% increase in the median home value comparing 2000 to updated Census estimates. According to Freddie Mac analysis, homeownership in the U.S. expanded rapidly from 1994 to 2004 but has declined since then. 69% of all households owned homes in 2004 compared with 64.0% in 1994. The homeownership rate fell each year after 2004 and stood at 67.8% in 2008.

Considering that the HUD-estimated median income for Georgia households in 2008 is less than the 2000 amount of \$50,600 annually, a household earning 80% of the median income (\$40,432) or below would not be able to afford a home at current average sales prices. Many low and moderate income households in Georgia (40% of all households) could not afford the average sales price of a home in Georgia.

Transportation expenses also impact the affordability of a housing unit for many households. For low and moderate income households, the quest to find an affordable housing unit may lead them far from available jobs, further increasing the cost of transportation. Simultaneously, the increase in transportation costs effectively reduces the amount of income available for housing costs. Renters facing this dilemma may not have enough money to cover other costs of living. Homeowners may not be able to maintain their homes adequately. Ultimately, high transportation costs can restrict a household from venturing into homeownership and from building wealth.

According to the U.S. Department of Labor, transportation is second only to housing in terms of having the highest annual expenditure. Average annual expenditures per consumer unit rose 1.7% in 2008 following an increase of 2.6% in 2007. Increases in spending on housing (1.1%) and food (5.1%) coupled with decreases in spending for transportation (-1.8%) and apparel (-4.3%) contributed to the small overall increase in 2008.<sup>57</sup> The consumer expenditure survey compiled by the U.S. Department of Labor did not indicate the statistics for Georgia as a whole but did provide information for its largest metropolitan area, Atlanta-Sandy Spring-Marietta. At 17.2% of the total household budget, transportation was the second-largest expenditure category in Atlanta; a value that was not significantly different from the national average of 17.7%. Of the \$8,053 annual expenditure for transportation in Atlanta, 92.9% was spent buying and maintaining private vehicles. The remaining 7.1% of an Atlanta household's transportation budget was spent on public transit, which includes fares for taxis, buses, trains, and planes. Combined, these expenditures consume a little over half of a typical household's income. For low and moderate income households, these expenditures are a significant part of their budget.

The U.S. Travel Association indicates that Georgians spent \$144 billion dollars in public transportation cost in 2008, increasing from the 2007 figure of \$132.6 billion. Back in 2003, the Surface Transportation Policy Project expressed a situation in a similar manner: "The poorest 20% of American households, those earning less than \$13,908 (after taxes) per year, spend 40.2% of their take home pay on transportation."<sup>58</sup>

## **(5) Georgia's Housing Demand**

Many variables influence the demand for housing units. As noted above, emerging demographic trends, the incidence of overcrowding, and housing costs all influence this demand. The tremendous growth in Georgia's population especially translates into strong demand for new housing units (see Table 24). According to the Georgia Office of Planning and Budget, an estimated 1,388,779 new households are projected to live in Georgia by 2010. Using this same methodology for the next two years, there will be an increase in demand for housing.

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<sup>57</sup> U.S. Department of Labor, Bureau of Labor Statistics, *Consumer Expenditures in 2008*

<sup>58</sup> Surface Transportation Policy Project, *Transportation Costs and the American Dream* (Washington, DC: Author, Jul. 2003) 2. Available online: [http://www.transact.org/library/decoder/american\\_dream.pdf](http://www.transact.org/library/decoder/american_dream.pdf)



**Table 24: Anticipated Housing Demand in Georgia**

Category	2000 Number	2010 Projection	2012 Projection
Population	7,952,631	9,341,410	10,931,936
Occupied Housing Units	3,006,369	3,531,375	4,132,649
Owner	2,029,154	2,383,508	2,789,339
Renter	977,215	1,147,867	1,343,310
Affordable Units	2,170,878	2,549,981	2,984,157
Owner	1,285,971	1,510,542	1,767,736
Renter	884,907	1,039,440	1,216,421

Sources: Methodology based on Georgia Department of Planning and Budget; U.S. Census Bureau, *Census 2000*; and HUD, *CHAS Data Book* (issued 2003)

Overcrowding is an indicator of the availability of adequate housing, an important element of healthy families and vibrant communities. Nationally, as citizen's standard of living improved and qualifying for financing became easier, more people became homeowners and/or upgrade to larger ones. Further, as homeownership rates increased, the average house size increased. Simultaneously, we have seen a decrease in household size over the past 20 years. As a result of all these factors, people now tend to be less crowded in their homes than in years past. Yet, a housing study "*Bajo el Mismo Techo (Under the Same Roof) The Latino Community in Suburban Chicago: An analysis of overcrowded Chicago*" indicates that low wages prevalent among Latino families within the suburbs forces many Latino families to double up within dwellings in order to simply afford housing. The increasing cost of housing combined with the overrepresentation of Latinos in the lowest wage brackets leads to overcrowded conditions for Latino families. The share of Hispanic households considered to be overcrowded has decreased from 13% in 1985 to 12% in 2005, although the actual number of overcrowded Hispanic households more than doubled over the same period.<sup>59</sup> Hispanic households' median income in 2005 was \$35,967 compared to the average income for all households of \$46,326<sup>60</sup>

## **B. COUNTY DEMOGRAPHIC CLASSIFICATIONS AND HOUSING STRESS CONDITIONS**

### **Overview**

<sup>59</sup> Measuring Overcrowding in Housing, 2007 Prepared by: Econometrica, Inc. Bethesda, Maryland  
[http://www.huduser.org/Publications/pdf/Measuring\\_Overcrowding\\_in\\_Hsg.pdf](http://www.huduser.org/Publications/pdf/Measuring_Overcrowding_in_Hsg.pdf)

<sup>60</sup> U.S. Census Bureau, *Income, Poverty, and Health Insurance Coverage in the United States: 2005*, available at <http://www.census.gov/prod/2006pubs/p60-231.pdf>

Housing market conditions may vary between counties within the state due to differences in population growth, employment growth, and personal income. The issue of cost burden also varies among Georgia's regions. Statewide, homeowners with mortgages were most likely to be cost burdened than those without a mortgage. Although the trade and service sectors supply the majority of jobs in Georgia, manufacturing and agriculture remain important to the state's economy. Over the next several years, Georgia will receive a major economic boost from the last round of military base realignments and closings. In addition, federal facilities, including the Centers for Disease Control and Prevention, near Atlanta; Fort Benning, near Columbus; and the Kings Bay naval base, contribute to the economy. The manufacture of textiles and textile products are centered mainly around Columbus, Augusta, Macon, and Rome. Therefore, housing would be needed near or around those areas of high job concentration.

Helping the people of rural Georgia to develop sustainable communities and to improve their quality of life are the goals that we are striving to meet.

### **(1) County Demographic Classifications and Housing Needs**

Local variations related to housing needs are difficult to measure and often depend upon the nature of the community and its demographics. The Department of Housing and Consumer Economics of the University of Georgia's School of Family and Consumer Sciences has categorized each of the state's counties into one of five demographic classifications. These classifications offer a glimpse into the factors that typically impact housing needs. These five categories are noted below.

- **Urban** – These counties are the core counties for the state's major urban centers. While much of the state's social, economic, and cultural activity is centered in these counties, they typically have a number of residents who are low income and poorly educated with high crime rates and high minority unemployment rates. They also tend to have high rates of out-migration of middle class residents leaving much of the housing in these areas either unaffordable to those at low or moderate incomes or in substandard condition.
- **Urbanizing** – These counties are predominately rural in nature but are exhibiting various factors that indicate they are beginning to evolve into urban areas. They are characterized by expanding populations due to job growth, transportation improvements, and quality of life improvements in other areas including education, housing, medical facilities, and cultural opportunities. Most of these counties are expected to eventually become urban areas. Typically, the housing market struggles to meet the growing demand in these areas and there is often a stark contrast between the new subdivisions being constructed and the traditional neighborhoods already in existence.
- **Suburban** – These counties are metropolitan in nature but are characterized as suburban because at least 25% of their residents commute into the core city for work on a daily basis. Their residents are typically highly educated with higher incomes than those in the urban areas. Much of the housing in these areas is in unincorporated subdivisions that have been developed haphazardly over time creating infrastructure challenges related to transportation, water and sewer, waste

disposal, and medical and school facilities. While affordable housing can be found in many of these communities, their relative inaccessibility to jobs and the costs in time and money of commuting make it much more costly for low and moderate income households to live there.

- **Rural Growth** – These are non-metropolitan counties that are located in areas of scenic beauty or exhibit some other type of physical trait that make them attractive to tourists and retirees. Some of these areas are located near military bases or within regional growth centers where economic growth is anticipated. As with the urbanizing areas, there is usually a lot of new housing development taking place and uncertainty among the older residents about the changes taking place.
- **Rural Decline** – These counties have experienced long-term population loss, have a lack of employment opportunities, and have low levels of infrastructure and business development. Much of their population has left because of a lack of jobs with many of the remaining residents poorly educated, elderly, and in need of government subsistence assistance. Much of the housing is older and in poor repair in these communities. There is a great need for additional safe, affordable housing but it is usually economically infeasible to develop these units without deep developer subsidies and rental assistance to the residents.

This classification process is important as it can be a useful barometer of the types of housing needs for communities in each category. As can be seen from the descriptions above, communities in each category are facing different yet equally challenging housing conditions. Of Georgia's 159 counties, 14 counties were designated as urban, 29 counties as urbanizing, and 56 counties as suburban, 30 counties as rural growth areas, and 30 counties as rural declining areas. A map delineating each of these areas is included at the end of this section.

## **2) Housing Stress Conditions**

The Housing and Demographics Research Center (HDRC) of the University of Georgia completed a study in 2005 of housing stress conditions in all of Georgia's counties using 2000 Census data. Housing stress was found to be present in a county if 30% or more of the households exhibited at least one of the following factors:

- Lacked complete plumbing facilities;
- Lacked complete kitchen facilities;
- Paid 30% or more of their income for rent or ownership costs;
- Had overcrowded conditions (more than one person per room).

The HDRC found that 46 of Georgia's 159 counties (28.9%) met the criteria for housing stress. This percentage greatly exceeded the corresponding figure of 17.1% of all counties nationwide meeting one of these criteria. A disproportionate percentage of these counties (43.5%) are located in metropolitan areas of the state than in the non-metropolitan areas (17.7%). Seven of the state's central urban counties were stressed including Chatham, Clarke, Dougherty, Fulton, Hall, Lowndes, and Richmond counties. In fact every county in the Valdosta MSA met the stress criteria.

The HDRC also found a direct correlation between the existence of housing stress conditions and other factors including education, unemployment, and persistent poverty. A low education level was defined as 25% or more of the residents 25-64 years old having neither a GED nor a high school diploma. Low employment was present if less than 65% of the residents 21-64 years old were employed. Persistent poverty was present if 20% or more of the residents were characterized as poor in the censuses of 1970, 1980, 1990, and 2000.

The study found that the housing stress counties were more likely than counties statewide to have problems in each of these areas. For education, 69.6% of the stressed counties had low education rates as compared to 52.8% of all counties statewide. For employment, 26.1% of the stressed counties had low employment rates as opposed to 16.4% of all counties statewide. For poverty, 58.7% of the stressed counties had persistent poverty versus 31.5% of all counties in the state.

A map can be found at the end of this section showing all counties in the state with the presence of housing stress conditions.

### **(3) Conclusion**

A table can be found at the end of this section showing the demographic classifications of each of the stress counties. As Table 25 indicates, there does not appear to be any one classification that indicates a greater need than the others. The Suburban designation appears more than any other and includes 28.3% of the stress counties. The Rural Decline category was next with 23.9% of the total and the Rural Growth category represented 19.6% of the total. The Urban and Urbanizing categories represented 15.2% and 13.0 % of the totals respectively. While it appears that the Suburban-designated counties may have a greater need than the other four categories, it must be kept in mind that there are also more counties with this designation in the state than any other, with 35.2% of all counties fitting into this category.

The study on housing stress conditions found similar conclusions. Seven counties in the state that were housing stressed also met the criteria for low education, unemployment, and persistent poverty: Burke, Clay, Greene, Hancock, Talbot, Terrell, and Warren counties. These counties fell into all of the five classifications with the exception of urbanizing. One of these counties was classified as urban (Hancock), two were suburban (Burke and Terrell), one as rural growth (Greene), and three in rural decline (Warren, Talbot, and Clay).

DCA's focus for projects and programs has always been on all areas of the State in both metropolitan and non-metropolitan areas and this data validates that policy. However, economic development in rural Georgia is a complex issue. There are existing economic disparities between rural and urban Georgia. Thereby, DCA has taken steps to reduce its concentration of resources in urban areas by encouraging housing activity in rural areas of Georgia. DCA also provides technical assistance and coordination services to local interests for the development of locally driven initiatives, partnering with public and private initiatives to strengthen rural communities. DCA is continually evaluating the structure of the State's existing programs to broaden the availability of State resources to

Georgia low and moderate income households. While some funding limitations exist because of the status of some jurisdictions as entitlement communities for HUD programs, critical housing needs still exist in those areas that are not being met with existing resources. DCA will continue to consider housing projects and programs in those areas for funding and evaluate them based upon need and project feasibility in order to focus its resources in those areas where the need is greatest in the state and where these limited resources can have the most impact.

## **Classification of Georgia Counties by Population Demographics**



Source: 2009 Georgia County Guide as prepared by the Department of Housing and Consumer Economics in the School of Family of Consumer Sciences at the University of Georgia

**Stress**

**Non Stress**

**Metropolitan Areas**

Source: 2004 County Typology Codes, Economic Research Service, USDA, Internet release date: May 2004.

**Table 25: Counties Experiencing Housing Stress by Demographic Classification**

<b>County</b>	<b>Urban</b>	<b>Urbanizing</b>	<b>Suburban</b>	<b>Rural Growth</b>	<b>Rural Decline</b>
Brooks			X		
Bulloch		X			
Burke			X		
Candler				X	
Charlton				X	
Chatham	X				
Clarke	X				
Clay					X
Clayton			X		
Colquitt		X			
Cook				X	
Crisp		X			
Daugherty	X				
DeKalb			X		
Dooly					X
Early					X
Echols			X		
Emmanuel					X
Evans				X	
Fulton	X				
Grady				X	
Greene				X	
Hall	X				
Hancock		X			
Jasper			X		
Jenkins					X
Lanier			X		
Long			X		
Lowndes	X				
Lumpkin				X	
Marion			X		
McIntosh			X		
Mitchell				X	
Peach		X			
Richmond	X				
Screven					X
Spalding			X		
Sumter		X			
Talbot					X
Tattnall				X	
Terrell			X		
Turner					X
Twiggs			x		
Warren					X
Washington					X
Wilkes					X
<b>TOTALS</b>	<b>7</b>	<b>6</b>	<b>13</b>	<b>9</b>	<b>11</b>

## **C. GEORGIA'S HOMELESS FACILITIES**

### **(1) Overview**

In order to provide financial assistance to sponsors of housing and service programs designed to mitigate homelessness, the General Assembly created the State Housing Trust Fund for the Homeless (Trust Fund) in 1989. DCA coordinates activities of the Trust Fund and a nine-member commission sets its policy.

DCA's fundamental mission is to work with communities in Georgia to help them identify needs and opportunities for improvement while utilizing locally driven solutions. In addition, DCA has been and continues to be a critical partner for larger entitlement communities working toward solutions to homelessness. In smaller communities, often absent dedicated staff, DCA strives to be a leader on homeless issues by engaging and involving mainstream providers in locally driven solutions. DCA has been extremely successful in these smaller communities with regional approaches to prevention, outreach, and permanent housing solutions utilizing Shelter Plus Care and HOPWA resources.

Since 1998, DCA has developed an annual Continuum of Care for the Balance of the State (CoC) that allows organizations in non-entitlement communities to compete for HUD homeless assistance funds. DCA leads or works with six bodies responsible for the design and development of the CoC for rural Georgia communities. These six entities include the following: DCA, the State Homeless Advisory Council, the State Interagency Homeless Coordinating Council, community participants through the Regional CoC Workshops, and the CoC Project Review Committee and other homeless service providers in Georgia.

Georgia's Balance of the State Continuum of Care Plan includes 152 counties covering 56,707 total square miles with a population of over two million persons. Communities not covered by this plan are the following entitlement jurisdictions that complete their own plans: Atlanta Tri-Jurisdiction Planning Group (City of Atlanta Continuum, DeKalb County Continuum, Fulton County Continuum), Augusta/Richmond County, Athens/Clarke County, Columbus/Muscogee County, Marietta/Cobb County, and Savannah/Chatham County. Between 1998 and 2003, the DCA sponsored Balance of State Continuum of Care has produced \$31,499,829 in funding for 81 projects (new and renewal). In addition, DCA annually provides \$7 million in ESG, HOPWA, and State Housing Trust Fund dollars to 210 homeless provider grantees in Georgia. Through the Shelter Plus Care Program (S+C), DCA now has 1312 units of permanent supportive housing now under contract with HUD with over 1100 in production. Additionally, work is underway to develop 456 new units of permanent supportive housing (multifamily and scattered site S+C sponsor-based rental assistance), much of it for chronically homeless individuals.

Created by Congress in 1987 and administered by DCA, the McKinney Emergency Shelter Grant Program (ESG) provides financial assistance to shelters and homeless



service providers in meeting the emergency shelter needs of homeless individuals and families. The ESG program supports local governments and nonprofit organizations in opening emergency shelters and transitional facilities and in providing social services to homeless persons. Eligible activities under this program include the rehabilitation or conversion of buildings for use as emergency shelters in addition to the payment of certain operating and social service expenses. Homelessness prevention activities are also eligible.

DCA is also responsible for administering the Trust Fund which matches every federal ESG dollar with money allocated annually to the Trust Fund by the Georgia General Assembly. Between 1989 and 2004, \$8.6 million has been awarded to ESG funded programs. Since 1989, the Trust Fund has awarded a total of \$54.5 million to local governments and private nonprofit organizations in order to address homeless issues.

In response to the growth in homelessness and the availability of increased funding sources, the network of organizations that assist homeless individuals has increased substantially. Many other community-based homeless networks are active in Albany, Atlanta, Athens, Augusta, Cobb County, Columbus, Gainesville, Gwinnett County, Habersham County, Gainesville, Macon, Rockdale County, Rome, Savannah, Statesboro, Valdosta, and Waycross. These organizations provide a variety of services, including collaborated case management, shared database management, and several other advocacy and coordination functions.

## **(2) Facilities**

The chart below provides the inventory of homeless facility beds, by county. Eighty-five of Georgia's counties do not have any emergency shelter, transitional housing, permanent supportive housing or domestic violence shelters and, therefore, are not listed below.

<b><i>COUNTY</i></b>	<b><i>Shelter for Victims of Domestic Violence</i></b>	<b><i>Emergency and Transitional Beds (Excluding DV)</i></b>	<b><i>Permanent Supportive Housing</i></b>	<b><i>Total</i></b>
BALDWIN	0	8	11	19
BARROW	27	42	0	69
BARTOW	12	26	17	55
BIBB	12	356	211	579
BROOKS	0	0	3	3
BULLOCH	45	0	56	101
CAMDEN	16	0	0	16
CARROLL	32	55	8	95
CHATHAM	48	826	498	1,372
CHATTOOGA	0	12	0	12
CHEROKEE	13	0	146	159
CLARKE	16	197	77	290
CLAYTON	42	168	126	336
COBB	44	401	96	541
COFFEE	0	0	5	5
COLQUITT	62	0	0	62
COLUMBIA	0	5	0	5

COOK	0	28	0	28
<b>COUNTY</b>	<b><i>Shelter for Victims of Domestic Violence</i></b>	<b><i>Emergency and Transitional Beds (Excluding DV)</i></b>	<b><i>Permanent Supportive Housing</i></b>	<b><i>Total</i></b>
COWETA	37	0	8	45
DEKALB	57	450	206	713
DOUGHERTY	22	238	0	260
DOUGLAS	38	106	114	258
EFFINGHAM	0	0	49	49
ELBERT	18	0	0	18
FANNIN	13	14	0	27
FAYETTE	33	0	0	33
FLOYD	32	26	28	86
FORSYTH	32	0	0	32
FULTON	45	4,159	1,980	6,184
GILMER	0	4	0	4
GLYNN	18	22	48	88
GREENE	12	3	0	15
GWINNETT	70	80	70	220
HABERSHAM	33	20	0	53
HALL	16	7	36	59
HARRIS	0	0	11	11
HENRY	15	0	10	25
HOUSTON	18	110	46	174
JACKSON	0	180	0	180
LAMAR	0	0	2	2
LAURENS	15	0	10	25
LIBERTY	15	44	0	59
LOWNDES	20	93	210	323
LUMPKIN	7	0	0	7
MACON	30	0	0	30
MCDUFFIE	0	4	0	4
MCINTOSH	0	0	32	32
MONROE	0	0	1	1
MONTGOMERY	24	0	0	24
MUSCOGEE	39	241	140	420
NEWTON	0	0	35	35
OCONEE	0	5	14	19
PAULDING	17	0	0	17
PICKENS	0	2	0	2
POLK	12	0	0	12
RANDOLPH	0	0	50	50
RICHMOND	0	518	27	545
ROCKDALE	20	0	4	24
SPALDING	50	29	44	123
STEWART	0	0	6	6
SUMTER	0	0	37	37
TAYLOR	0	46	0	46
THOMAS	56	90	0	146
TIFT	12	96	5	113
TOOMBS	0	40	0	40
TROUP	16	37	8	61
TWIGGS	0	0	2	2
UNION	14	0	0	14
WALKER	20	0	0	20

<b>COUNTY</b>	<b><i>Shelter for Victims of Domestic Violence</i></b>	<b><i>Emergency and Transitional Beds (Excluding DV)</i></b>	<b><i>Permanent Supportive Housing</i></b>	<b><i>Total</i></b>
WALTON	0	0	20	20
WARE	14	10	72	96
WAYNE	24	0	17	41
WHITFIELD	25	30	12	67
WILKES	0	3	0	3
<b>STATE TOTAL</b>	1,308	8,831	4,608	14,747

### ***Emergency Shelters and Transitional Housing***

As of January 2008, Georgia contained approximately 4,737 emergency shelter beds (source [www.hudhre.info](http://www.hudhre.info)). Approximately 33% (1,569) of those beds are within the Balance of the State Continuum of Care (152 counties). However, approximately 43% of the emergency shelter beds within the Balance of State Continuum of Care are reserved specifically for victims of Domestic Violence. There were another 597 seasonal/winter beds of which 112 were in the Balance of State Continuum of Care.

As of January 2008, Georgia contained approximately 5,400 emergency shelter beds (source [www.hudhre.info](http://www.hudhre.info)). Approximately 24% (1,277) of those beds are within the Balance of the State Continuum of Care (152 counties). However, approximately 34% of the transitional housing beds within the Balance of State Continuum of Care are reserved specifically for victims of Domestic Violence.

### ***Family Violence Shelters***

The Georgia Department of Human Services (DHS) has certified family violence shelters and programs throughout Georgia covering all 159 counties. Within Georgia, 1,308 emergency and transitional beds are reserved specifically for victims of domestic violence. According to the total number of domestic violence beds on the 2008 and 2009 HUD Continuum of Care Housing Inventories, approximately 89% of those beds are within the Balance of State Continuum of Care (152 counties). Core services funded by DHS include the following: 24-hour crisis line, shelter, support groups, children's program, legal advocacy, crisis intervention, comprehensive case management, community resources, and referrals.

### ***Permanent Supportive Housing***

Statewide, approximately 3,784 units of permanent supportive housing existed in January of 2008. Within the Balance of State specifically, there were 1,477 Permanent Supportive Housing Beds as of January 2009 and another 216 under development. Approximately 47% of these beds are reserved for individuals and 53% for families. These units are funded with a combination of Shelter Plus Care, Housing Choice Vouchers, HOME funds, and other funding sources. The Supportive Services are funded through various state and federal programs through a number of State agencies and local nonprofits.

## ***Services***

In SFY2009, the Trust Fund awarded supportive service grants to 88 agencies across Georgia to provide services to individuals and families who are homeless. The total amount of supportive service funding awarded was \$1,766,160. A total of 67,157 persons (an average of 2,227 per day) received supportive services through programs with HTF funding. In SFY2010, the Trust Fund awarded supportive service grants to 70 agencies across the state to provide services to individuals and families who are homeless. The total amount of supportive service funding awarded was \$1,525,300.

### **(3) Facilities and Services for the Chronically Homeless**

One of the objectives of the Balance of State Continuum of Care plan is to create new permanent housing beds for the chronically homeless. Within the Balance of State specifically, currently 263 Permanent Supportive Housing Beds are reserved for individuals who are chronically homeless. Unfortunately, the number of individuals who are chronically homeless within the Balance of State (based on the 2009 homeless count) is much greater than the number of beds available.

## **D. GEORGIA'S SPECIAL NEEDS FACILITIES AND SERVICES**

The following is a listing of the types of facilities and services that assist persons in Georgia who are not homeless yet require supportive housing, including the elderly, persons with disabilities, persons with alcohol and/or other drug addictions, and persons with HIV/AIDS.

### **(1) Elderly and Frail Elderly**

The Georgia Department of Human Services, Office of Regulatory Services, (ORS) inspects, monitors, licenses, registers, and certifies a variety of health and child care facilities including long-term care facilities that serve the elderly and frail elderly in Georgia. As of February 2009, long-term care facilities include 375 nursing homes; 11 intermediate care facilities for people with mental retardation; 436 community living arrangements; and 2105 personal care homes. These facilities also serve individuals with disabilities regardless of age. Nursing homes admit residents on medical referral and may provide care at the intermediate or skilled levels. Intermediate care homes provide food, shelter, laundry and personal care services such as help with dressing, getting in and out of bed, bathing, feeding, medications and similar assistance; whereas, skilled nursing homes provide those services along with continuous medical supervision and rehabilitative care. Community Living Arrangement is any residence, whether operated for profit or not, that undertakes through its ownership or management to provide or arrange for the provision of daily personal services, supports, care, or treatment exclusively for two or more adults who are not related to the owner or administrator by blood or marriage and whose residential services are financially supported, in whole or in part, by funds designated through the Department of Behavioral Health and Developmental Disabilities. Personal care homes provide or arrange for the provision of

housing, food service, and one or more personal services for two or more adults who are not related to the owner or administrator by blood or marriage.

As described above, nursing homes and personal care homes most accurately depict the extent to which Georgia's frail elderly are served. Other frail elderly may reside at home or in some other type of assisted living arrangement. For instance, living arrangements or services may be provided by members of the Aging Services of Georgia formerly Georgia Association of Homes and Services for the Aging (GAHSA). Members include nonprofit community-based housing and service providers such as nursing homes, retirement homes, assisted living communities, continuing care retirement communities, and other community service providers. Aging Services of Georgia's membership includes nearly 150 housing and service providers.

The Georgia Department of Human Services' Division of Aging Services administers a statewide system of services for older Georgians through twelve Area Agencies on Aging (AAA). The AAAs are identified by the Division of Aging Services according to geographical boundaries: Central Savannah River, Coastal Georgia, Georgia Mountains, Heart of Georgia Altamaha, River Valley Georgia, Atlanta, Middle Georgia, Northeast Georgia, Northwest Georgia, Three Rivers, Southern Georgia, and Southwest Georgia Regions. The following is a listing of services offered through the AAAs. The availability of specific services varies widely depending upon community resources, local needs, and geographic region.

- Adult Protective Services: Provides a mechanism to report abuse, neglect or exploitation of disabled adults or elder persons who are not residents of nursing homes or personal care homes. The program also streamlines access to long-term care by serving as a one-stop-shop for consumers' aging and disability-related information, counseling, referral, and planning needs.
- Caregiving: Provides programs which include adult day care, respite and other support services to assist individuals in the care of their loved ones.
- Community Care Services Program: Provides home and community-based Medicaid services to nursing home-eligible consumers to help them remain in their homes.
- Elder Rights & Advocacy Programs: Programs include legal services, elder abuse prevention programs and health insurance counseling.
- Georgia Cares, Georgia's State Health Insurance Assistance Program (SHIP): Assist consumers understand Medicare issues and products, select Medicare prescription plans, file Medicare fraud reports, and analyze long-term care insurance policies.
- Home & Community Based Services Program: Provides 47 individual and group services to help older Georgians remain in their homes. (For non-Medicaid-eligible Georgians)
- Long-Term Care Ombudsman Program: Improves the quality of life of residents in nursing and personal care homes by acting as an independent advocate.
- Senior Community Service Employee Program: Provides part-time community service work and training for Georgia's unemployed low-income seniors age 55 and older and helps them obtain paid employment.

The Division of Aging Services has assisted eligible consumers in Georgia for more than 26 years. In SFY2008, 36,277 older Georgians were provided one or more Home and Community Based Services by this Division.<sup>61</sup> In SFY2008, comprehensive care coordination allowed clients' needs to be met so that they remained in the community, an average of 41 additional months. Community Care Services Program (CCSP) allowed 12,986 Medicaid-eligible Georgians to stay out of nursing facilities and continue living in their homes and communities.<sup>62</sup> Georgia was awarded a "Money Follows the Person" (MFP) Rebalancing Demonstration grant in May 2007. DHS will utilize these funds to assist about 1,347 persons, 375 of whom will be elderly, to transition from institutions back to the community over the five-year grant period.

Several state departments and agencies address the service needs of Georgia's elderly. All of the following departments and agencies provide or address such services: Georgia Department of Human Services; Department of Community Health; Georgia Department of Community Affairs; Georgia Department of Veterans Services; Area Agencies on Aging; Long-Term Care Ombudsman; and Georgia Council on Aging.

Other direct service providers (such as nonprofit organizations and medical establishments) also deliver services to the elderly that are funded by various federal, state, local, and private funds.

## **(2) Persons with Mental, Physical, and/or Developmental Disabilities**

Several state departments assist persons with disabilities. The Georgia Department of Behavioral Health and Developmental Disabilities (DBHDD) provides treatment and support service to people with mental illnesses and addictive diseases, and support to people with mental retardation and related developmental disabilities. DBHDD serves people of all ages with the most severe and likely to be long-term conditions, including consumers with forensic issues. Services are provided across the state through contracts with 25 community service boards, boards of health and various private providers, and through state-operated regional hospitals. Each year, as many as 200,000 Georgians with mental illness, mental retardation, and related disabilities are served by DBHDD.

DBHDD is continuously looking for ways to ensure access to services and improving the quality of life for their clients. In SFY2007, the Division of Mental Health, Developmental Disabilities and Addictive Diseases within the Department of Human Resources (the predecessor agency to DBHDD) implemented a statewide 24/7 Crisis & Access phone line. A call from anywhere in the state connects the caller to the services they need as close to their home as possible. The line is available to individuals, families, courts, law enforcement, and others seeking DBHDD assistance. There are generally 22,800 calls each month. At the end of FY 2007, 1,100 people with mental retardation or related developmental disability live in hospitals but their numbers are declining. One of the goals of DBHDD is to continue the transition from hospital to community services for

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<sup>61</sup> Georgia Department of Human Services, Division of Aging Services, Just the Facts Report SFY 2008

<sup>62</sup> Georgia Department of Human Services, State plan on Aging FFY 2008-2011

people with developmental disabilities; transitioning adolescents and adults from long-term care hospital settings to intensive community residential services (*Olmstead* initiatives).

The work of the DBHDD is administered through five Regional Offices. These regional offices oversee implementation of statewide initiatives, investigate and resolve complaints, develop new services, and expand existing services as needed. They evaluate contract compliance by community service providers, and monitor the services to ensure access and quality. The DBHDD regional offices coordinates services for people needing treatment for mental illness or substance abuse problems, support services for people with mental retardation, or substance abuse prevention services. Each of the DHBDD regions has a regional planning board, which is a volunteer citizen board appointed by county commissioner. They are the official voice for consumers and their families assessing needs and recommending priorities for services within their designated region. Services are provided through eight State operated regional DBHDD hospitals, one facility for people with mental retardation and related developmental disabilities and through contracts with 25 community service boards, boards of health, and various private and nonprofit providers. Over 200 private and nonprofit service providers exist in the state.

The following is a brief listing of services coordinated by the DHBDD regional offices:

- Outpatient services include diagnosis and evaluation, comprehensive assessment of needs, counseling, consumer and family education.
- Community residential services provide living arrangements for people with mental illness or mental retardation who need support to remain in the community, and detoxification and treatment programs for people with substance abuse problems who need 24-hour, structured treatment.
- Day programs help people with severe disabilities learn basic living, social, and work skills.
- Family support services include training or assistance with social interaction, daily living skills, managing health and diet, respite for caregivers, transportation, person-centered planning, accessing and coordinating medical services, and financial life planning.
- Supported employment provides the supports people with mental illness or mental retardation need to find and keep jobs.

The Georgia Department of Labor, Rehabilitation Services also provides assistance to individuals with disabilities through five integrated and interdependent programs, which are described below. These programs ensure that people with disabilities can reach their potential through independence and employment.

- Vocational Rehabilitation Program (VR) provides services to help individuals with disabilities prepare for, start, and maintain competitive employment. This program typically serves 35,000 Georgians each year.
- Disability Adjudication Services works with the Social Security Administration (SSA) to make disability determinations for Georgia citizens who apply for

entitlement programs administered by the SSA. In FFY2010, Disability Adjudication Services is expected to handle approximately 140,000 claims.

- Roosevelt Warm Springs Institute for Rehabilitation (RWSIR) is one of the oldest comprehensive rehabilitation centers in the nation. The primary focus in both the medical and vocational programs is on outcomes that improve functional independence, self-sufficiency, quality of life and employability. Medical Rehabilitation is provided through two hospitals on campus: the Roosevelt Warm Springs Long Term Acute Care Hospital and the Roosevelt Warm Springs Rehabilitation Hospital. The Long Term Acute Care Hospital specializes in the treatment of medically complex patients who are suffering from a catastrophic or chronic illness. The Vocational Rehabilitation Unit provides education and work preparation experiences, as well as rehabilitation services, to between 300-500 clients each year in a residential community environment. Students learn to interact with a variety of people, accept a broad range of personal responsibilities, and focus on improving individual skills. Approximately 6,500 clients are served each year.
- Business Enterprise Program (BEP) provides work opportunities to persons who are blind and who want to manage small businesses such as vending machine routes, snack bars, cafes/grills, and full-service cafeterias.
- Georgia Industries for the Blind provides jobs in manufacturing and packaging for individuals who are severely visually impaired.

The Georgia Department of Community Health (DCH) was created to serve as the lead agency for health care planning and purchasing issues in Georgia. The DCH Division of Medical Assistance Plans administers waiver services for five home and community-based programs and two demonstration projects that are covered by Medicaid. Waivers are issued by the federal government and allow exceptions to specific Medicaid requirements, permitting the state to pay for home and community-based services as an alternative to institutional care. Georgia currently has several Home and Community-Based Waiver programs. Each program offers several core services, including service coordination, personal support, home health services, emergency response systems, and respite care. Additional services are available through each program.

These programs include:

- The Community Care Services Program (operated by the Georgia Department of Human Services, Division of Aging Services) offers services to help eligible elderly and/or functionally impaired or have disabilities remain in the community or return to the community from nursing homes, and the homes of caregivers or in a community setting.
- New Options Waiver Program assists people who have been diagnosed with mental retardation or other developmental disabilities to live in the community. To be eligible, the person must require a level of care that is provided in an Intermediate Care Facility for the Mentally Retarded.
- Comprehensive Supports Waiver Program is similar to the Mental Retardation Waiver Program. It serves individuals who have transitioned from institutions, as well as people who were on community waiting lists.



- The Independent Care Waiver Program (ICWP) offers services that help a limited number of adult Medicaid recipients with physical disabilities live in their own homes or in the community instead of a hospital or nursing home. Services are also available for persons with traumatic brain injuries. The program operates under a Home and Community Based Waiver (1915(c)) granted by the Centers for Medicare and Medicaid Services.
- SOURCE (Service Options Using Resources in a Community Environment) is a State Plan enhanced primary care case management program that serves frail elderly and disabled beneficiaries to improve the health outcomes of persons with chronic health conditions, by linking primary medical care with an array of long-term health services in a person's home or community to avoid preventable hospital and nursing home care for frail elderly and individuals with disabilities. The program builds on the state's primary care case management program, Georgia Better Health Care Program (GBHC). The Division of Medical Assistance in the Department of Community Health administers SOURCE to approximately 6,900 elderly and disabled beneficiaries statewide.
- Money Follows the Person Demonstration Program, which assist people living in nursing homes and Intermediate Care Facilities-Mental Retardation to transition and resettle into community settings.

A national system of Statewide Independent Living Councils was established under Title VII of the Rehabilitation Act of 1973 as amended in 1994. The Statewide Independent Living Council (SILC) of Georgia was founded in 1995 to ensure that people with disabilities have opportunities to live as independently as possible. The SILC of Georgia is a nonprofit, non-governmental, consumer-controlled organization that plays the vital role of providing disability information, financial support, and technical assistance to a network of seven Centers for Independent Living (CILs) located throughout the state. Georgia's Centers for Independent Living also provide a wide variety of services to individuals with disabilities and their families. Services include individual advocacy and systems advocacy, peer counseling, information and referral, and independent living skills training. Center offices are located in several areas across the state (Athens, Augusta, Bainbridge, Decatur, Gainesville, Macon, Rome, Savannah, and Warrenton).

DCA operates GeorgiaHousingSearch.org providing a database of affordable apartments across Georgia. The database provides detailed information about rental properties and housing needs are tailored fit the specific needs of the person. The service is especially valuable to individuals with disabilities, since it offers prospective renters a description of accessibility features for each unit. The service can be accessed at no cost online 24 hours a day or through a toll-free, bilingual call center at 1-877-428-8844. The site may be accessed at <http://www.georgiahousingsearch.org>. The service also provides links to housing resources and helpful tools for renters such as an affordability calculator, rental checklist, and information about renter rights and responsibilities. Property owners and managers, including housing authorities and private landlords, can use this service to manage their property listings free of charge. Listings can include pictures, maps, and information about nearby amenities. DCA also provides housing assistance to households

with disabilities through several other programs. Please see the Annual Action Plan for program details.

Several other state departments and agencies address the service needs of individuals with disabilities in Georgia. All of the following departments and agencies provide or address such services: Georgia Department of Human Services; Georgia Department of Veterans Services; Americans with Disabilities Act Coordinators; Brain and Spinal Injury Trust Fund Commission; Georgia Council on Developmental Disabilities; Behavioral Health Coordinating Council; Area Agencies on Aging; Long-Term Care Ombudsman; and Georgia Council on Aging.

### ***Persons with Mental Illness***

DBHDD provides a range of community-based treatment and support services for people with serious mental illness, such as schizophrenia, major depression, and bi-polar disorder. Adults with mental illness who have been in a State hospital and clinically ready for discharge are placed on a Mental Health Planning and Olmstead list until community resources supports needed to live in the community are obtained.

When an individual is about to be released from a state institution, the treatment team attempts to complete a person-centered plan for each individual. This plan develops necessary and appropriate services needed for the individual to live in the community. Individuals have some choice during planning for the type of living arrangements they desire. If appropriate, individuals go back to their prior living arrangements after treatment. This person-centered planning process, however, is currently under review.

DCA is also working with an interagency council to formulate new protocols for homeless eligibility determinations and placements for persons discharged from institutions, including mental health facilities, correctional facilities, and children's shelters.

In SFY2007, approximately 15,000 individuals were served in state hospitals. These individuals were evaluated across a wide range of health-related issues including physical health status, mental health status, dietary habits, medication compliance and use of community-based services. Community residential services include congregate housing residential services in addition to personal living and residential supports. These supports include services that enable consumers to live in their own homes.

In addition to state operated facilities, eleven other psychiatric hospitals are licensed by the state to provide psychiatric treatment to patients. The state also licenses twelve intensive residential treatment facilities, which are specialized hospitals that provide residential psychiatric treatment to children under the age of 18.

### ***Persons with Physical Disabilities***

The facilities and services described thus far in this section may also assist individuals with physical disabilities (unless otherwise noted). In addition, persons with physical

disabilities may also be served in facilities that assist individuals with developmental disabilities (described below). However, since physical disabilities are not specifically tracked by DBHDD, the number of persons served with physical disabilities in the state system cannot be separated from all persons served.

When an individual is about to be released from a state institution, the treatment team attempts to complete a person-centered plan for each individual. This plan develops necessary and appropriate services needed for the individual to live in the community. Individuals have some choice during planning for the type of living arrangements they desire. If appropriate, individuals go back to their prior living arrangements after treatment. For more information, please Section IV.D.2 – Persons with Mental Illness.

For people with physical disabilities, it is important to note that they desire housing within the general community. Thus, identifying accessible housing is a key to making this happen. As a result, the DCA supports efforts to market and implement visitability in housing.

### ***Persons with Developmental Disabilities***

DBHDD provides services for people with mental retardation and related developmental disabilities through public and private providers. Some of the most requested services include family support, supported employment, respite services, community residential programs, and day supports.

In special circumstances, people with mental retardation may be admitted to mental retardation institutions during a crisis. These institutions may provide intermediate or skilled nursing care. The eleven state psychiatric hospitals also have separate mental retardation/developmental disabilities units.

The Georgia Department of Community Health, Division of Public Health is the lead agency administering the Babies Can't Wait Program in Georgia. The Division ensures that services are provided in accordance with federal guidelines; families have access to the services which are needed to enhance their child's development; and training is available to ensure that professionals who work with children and families have up-to-date information. Babies Can't Wait (BCW) is Georgia's statewide interagency service delivery system for infants and toddlers with developmental delays or disabilities and their families. BCW was established by Part C of the Individuals with Disabilities Education Act (IDEA) which guarantees all eligible children, regardless of their disability, access to services that will enhance their development. Babies Can't Wait is administered through 18 District offices throughout the state. BCW offers multidisciplinary evaluation and assessments to determine eligibility and the scope of services needed. Service coordination is also offered which assists in developing a plan to enhance the child's development. Additionally, BCW provides access to the early intervention services identified in the child's plan.

When an individual is about to be released from a state institution, the treatment team attempts to complete a person-centered plan for each individual. This plan develops necessary and appropriate services needed for the individual to live in the community. Individuals have some choice during planning for the type of living arrangements they desire. If appropriate, individuals go back to their prior living arrangements after treatment.

### **(3) Persons with Alcohol and/or Other Drug Addictions**

DBHDD also provides services for people with addictive diseases. Some of these services include group counseling, detoxification, and short-term intensive residential programs. Service coordinators manage a person's care while in the DBHDD system. DBHDD served 43,117 people (unduplicated count) for substance abuse problems.

Adolescents with substance abuse problems are also provided services through DBHDD. Services include assessment, outpatient treatment, and family education. Some regions offer residential treatment for teens with the most severe problems. In addition, prevention programs are available in most communities.

The Georgia Department of Community Health, Healthcare Facility Regulation Division inspects, monitors, licenses, registers, and certifies facilities that serve individuals with substance abuse problems. As of August 2008, there were at least 263 drug abuse treatment centers in Georgia. These centers include both residential treatment programs and outpatient treatment programs. The outpatient drug treatment programs provide a variety of treatment and therapeutic services intended to enable clients to function drug free and to learn social and psychological skills. Typically, these include services such as psychosocial assessment; group, individual, and family counseling; supportive counseling; substance abuse education; and therapeutic recreational activities. The residential treatment programs provide services on an intermediate basis for clients characterized as chronic substance abusers who are transitioning to the community or to other treatment modalities, and who, typically, lack a stable living situation and require variable levels of therapeutic services. Facilities that only provide housing for persons, such as half-way houses or temporary shelters, are not subject to licensure as residential transitional treatment programs, unless the residence offers treatment services or is a supportive service owned and/or controlled by a licensed program.

The Healthcare Facility Regulation Division also regulates 40 narcotic treatment programs. These facilities provide a system of treatment for chronic heroin or opiate-like drug-dependent individuals by administering narcotic drugs under physicians' orders for detoxification purposes or for maintenance treatment in a rehabilitative context. Facilities must complete an individual discharge and aftercare plan prior to discharge for patients who leave the program with notice.

Several other state departments and agencies address the service needs of individuals with substance abuse problems. Many also offer or fund substance abuse prevention activities, as well. These departments and agencies include Georgia Department of

Human Services; Georgia Department of Community Affairs; Children and Youth Coordinating Council; and the Governor's Council on Maternal and Infant Health. Other direct service providers (such as nonprofit organizations and medical establishments) also deliver services to individuals with substance abuse problems that are funded by various federal, state, local, and private funds.

#### **(4) Persons with HIV/AIDS**

The Georgia Department of Human Services (DHS), Division of Public Health (DPH), continues to enhance its efforts to provide prevention services, education, early detection of HIV infection and treatment. The Division's Office of Essential Prevention Clinical Services is working to improve the integration of HIV/AIDS, STD, tuberculosis and substance abuse prevention and intervention services. DPH coordinates a wide range of HIV/AIDS prevention programs that educate people of the consequences of high-risk behavior and teach people how to protect themselves. The HIV/AIDS Epidemiology Team in the Epidemiology Section of DPH monitors trends in reported cases of HIV/AIDS in Georgia, and helps the CDC conduct studies to understand how the disease affects people, and what the long-term impact of the epidemic may be. In addition to publishing Georgia's current AIDS statistics in the monthly *Georgia Epidemiology Report* other activities of the Office of Essential Prevention Clinical Services include:

- Providing HIV antibody tests at more than 400 sites, including all of Georgia's 159 county health departments. These sites offer HIV counseling and testing, both names reporting and anonymously (no identification is collected).
- Conducting the community planning process to guide its HIV prevention funding and activities. The Statewide HIV Community Planning Council identifies unmet needs, sets priorities and facilitates collaborations between public health programs and citizens.
- Administering grants from the CDC and giving technical assistance to community-based organizations (CBOs) and county health departments, which conduct education and prevention programs in communities throughout the state.
- Providing HIV/AIDS prevention education in several different languages to communities, CBOs and educators throughout the state, including migrant workers.
- Providing HIV prevention messages and abstinence education to teens in schools, youth groups, youth detention centers, group homes, shelters and other sites. They also give presentations at work sites and conferences throughout Georgia.
- Funding AID Atlanta, a CBO, to operate the Georgia AIDS and STD Information Line seven days a week to answer questions about prevention and treatment of AIDS.

DPH also administers a HIV program that distributed federal Ryan White HIV/AIDS Treatment Modernization Act Part B funds (formerly Title II) to 16 county health departments and community-based organizations for primary care and support services for Georgians living with HIV/AIDS. The HIV Unit contracts with 16 Ryan White Part B consortia and several agencies to deliver HIV/AIDS services throughout the state. The consortia are responsible for planning and prioritizing the delivery of HIV services in their respective geographic areas. All consortia provide primary care services. Support services are prioritized by the consortia, using needs assessment data, and funded based on the availability of resources. Part B funds also fund the Georgia AIDS Drug

Assistance Program (ADAP) and Health Insurance Continuation Program (HICP), which provide medications and health insurance coverage. The supportive services eligible under this program include respite care, outreach services, medical transportation, linguistic services, and referrals for health care and support services.

In addition, the City of Atlanta, Augusta and the State of Georgia receive HUD formula funds through the Housing Opportunities for Persons With AIDS (HOPWA) program.

The following services and facilities are available in various cities throughout Georgia to assist people living with AIDS. Other direct service providers that are not listed (such as medical establishments and other nonprofits) also deliver services to individuals with HIV/AIDS that are funded by various federal, state, local, and private funds.

- AIDS Athens, Inc. offers transitional and permanent housing and supportive services to individuals with HIV or AIDS in Athens.
- AID Alliance of NW Georgia offers transitional and permanent housing and supportive services to individuals and families with HIV or AIDS in Barton County.
- AID Atlanta provides case management, housing services, education and outreach, advocacy, and early intervention health care for persons with HIV or AIDS in metropolitan Atlanta.
- AID Gwinnett provides case management, housing services, education and outreach, advocacy, and delivered meals for persons with HIV or AIDS in Gwinnett County.
- Atlanta Legal Aid Society offers legal services, outreach, training, and education to homeless persons with HIV or AIDS.
- Central City AIDS Network provides case management, education and outreach, advocacy, transitional and permanent supportive housing, and coordinated social and health services for families and individuals living with AIDS in Macon.
- Comprehensive AIDS Resource Encounter, Inc. provides housing assistance and supportive services to persons with HIV/AIDS in Jesup.
- Georgia Legal Services offers civil legal services to people living with AIDS in Atlanta, Augusta, Columbus, Gainesville, Macon, and Savannah.
- Jerusalem House offers permanent housing for people with AIDS under Atlanta's HOPWA Program. It also provides coordinated social and health services, counseling support, recreational activities, home health and hospice services, and delivered meals.
- Homeless Resource Network, Inc. provides case management, housing services, education and outreach, advocacy, and early intervention health care for persons with HIV or AIDS in metropolitan Columbus.
- Living Room provides case management, housing services, and education and

outreach in Metro Atlanta for people with HIV or AIDS.

- North Georgia AIDS Alliance provides counseling, outreach and supportive services for persons living with HIV or AIDS in Gainesville.
- Phoenix Place provides permanent supportive housing for HIV and AIDS infected adults in Savannah.
- Sister Love, Inc. provides support and assistance to HIV positive women in locating permanent housing in Atlanta.
- South Health District dba Lowndes Board of Health. provides case management, transitional/permanent housing assistance, education and outreach, advocacy, and health care for persons with HIV or AIDS in Valdosta and Albany.
- St. Stephen's Ministry of Augusta, Inc. provides housing and supportive services for persons living with AIDS in Augusta.

## **E. REGULATORY BARRIERS TO AFFORDABLE HOUSING IN GEORGIA**

While private actions principally influence the housing market, regulations at the federal, state, and local levels significantly impact the market's ability to adversely affect the development, maintenance, improvement, availability and/or cost to provide affordable housing units. The cost of housing and the incentives to develop, maintain, or improve affordable housing in Georgia are directly related. Although many barriers to affordable housing are beyond governmental control, several factors affecting housing costs can be identified at the government level. This section examines the ways in which governmental regulation may affect the cost of housing.

Governmental barriers to affordable housing are often a side effect of policies regarding essentially unrelated areas, such as transportation and the environment. Nevertheless, social attitudes and the desire of individuals to protect financial investments frequently result in a "Not In My Back Yard" (NIMBY) syndrome where protectionist actions work to limit housing and resident diversity. As a result, many municipalities in Georgia and throughout the United States may directly and indirectly inhibit the growth of affordable housing alternatives.

To understand the effect of regulatory barriers on affordable housing, it is important to understand the types of regulations which may influence housing costs. The following is an overview of some regulations which may act as barriers to affordable housing.

### **(1) Zoning Ordinances and Land Use Controls: Construction and Subdivision Regulations**

In 1954, Georgia passed legislation allowing local governments to adopt and enforce zoning ordinances. The 1954 Act was substantially amended in the state's constitutional edit of 1978. However, local governments still possess the legal authority to prepare plans and administer land use controls within their jurisdictions. The Georgia State Constitution, as limited in 1986 by the Zoning Procedures Law, today guarantees the

right of local governments to adopt, modify, and enforce zoning ordinances. Local governments must provide public notice and hold hearings open to all citizens when considering individual rezoning cases or changes in zoning ordinances. The rezoning or variance process, which could assist the development of affordable housing, may also be difficult due to NIMBY attitudes.

Many Georgia counties restrict the use of properties within their jurisdiction to specific purposes through the use of zoning. According to the *2008 Government Management Indicators Survey*, about 72.3% of counties statewide reported having a zoning ordinance.<sup>63</sup> Zoning laws and subdivision controls are intended to protect the quality of life and financial interests vested by private individuals in their property. However, these regulations may inadvertently or purposefully drive up the cost of housing.

For instance, the amenities provided by zoning such as orderly, community-wide development and separation between incompatible land uses may stimulate the demand for housing. This demand, in turn, raises the price of housing. In addition, zoning reduces the quantity of land available for all land uses. By reducing the number of opportunities for housing development, the price of all residential land becomes inflated.

Most importantly, exclusionary zoning ordinances may limit where, how, or if affordable housing developments can be constructed. Restrictions – such as manufactured home prohibitions, minimum lot sizes, and group home limitations – reduce the number of opportunities to develop affordable housing alternatives. For instance, Habitat for Humanity has encountered barriers to affordable housing development due to regulations governing living space requirements and amenities such as two-car garages.<sup>64</sup>

Ultimately, exclusionary zoning practices resulting from NIMBY attitudes can effectively prohibit some groups from establishing residency in certain neighborhoods. These practices most often affect low-income households. Growth cap policies may also increase housing costs by limiting the amount of land available for development, making land more expensive.

Just as growth patterns and issues associated with development differ between the suburbs and central cities, regulatory barriers to affordability are also very different. Generally, land use regulations in the suburbs are designed to control the extent and type of growth. In central cities, however, land use regulations tend to affect the design and materials used in rehabilitating older housing stock. These regulations also attempt to ensure that infill projects blend with their surroundings.

Affordable housing production in Georgia's rural areas may also be hampered by zoning and subdivision regulations. For instance, zoning regulations may have restrictive low-density requirements and lot design standards, which in essence hamper the production of

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<sup>63</sup> Georgia Department of Community Affairs, *County Government Information Catalog: 2008 Government Management Indicators Survey* Chapter 4. Available online: <http://www.dca.ga.gov/research>

<sup>64</sup> Staff, "Ease Zoning for Housing Diversity," *Atlanta Journal Constitution* 27 (Apr. 2004): A10.



affordable housing units. In addition, the application of suburban standards for subdivision development may also result in a lack of affordable housing production.

The federal courts have sent a strong message: remove exclusionary provisions in local zoning ordinances. However, in Georgia there is little statutory support to enable inclusionary zoning. Since litigation has not proven the state's position on these measures, local Georgia governments must act warily when incorporating inclusionary provisions. Thus, while zoning offers an opportunity to provide orderly and compatible growth, excessive restrictions, stipulations, and provisions may in the end be a detriment to affordable housing development.

## **(2) Building and Housing Codes**

Construction Codes have become an important issue for Georgia's local governments, and building professionals. The Uniform Codes Act is codified at chapter 2 of title 8 of The Official Code of Georgia Annotated. O.C.G.A. Section 8-2-20(9) (B) identifies the ten "state minimum standard codes." Each of these separate codes typically consists of a base code (e.g. The International Building Code as published by the International Code Council) and a set of Georgia amendments to the base code. Georgia law further dictates that eight of these codes are "mandatory" (are applicable to all construction whether or not they are locally enforced) and two are "permissive" (only applicable if a local government chooses to adopt and enforce one or more of these codes).

Building codes serve a purpose – to increase the quality of housing. However, these standards can increase the cost of construction and thus impact affordability. The building code barrier is especially problematic in terms of housing rehabilitation. For instance, rehabilitation that is affordable may be hampered by building codes that require excessive renovation.

The trend towards energy efficient housing can also contribute to higher housing cost. The U.S. Conference of Mayors unanimously adopted the Architecture 2030 Challenge, which sets fossil fuel reduction targets for all new buildings, reducing use incrementally until achieving carbon neutrality in 2030. In Atlanta, builders are already striving to meet new codes and guidelines contained in the proposed in the draft City of Atlanta Green Building Ordinance document. Among other requirements, to receive a building permit in 2010, the Green Building Ordinance requires all mid-rise multifamily buildings (from 3 to 6 stories tall and by 2012 all new structures except for low-rise residential, to meet a series of environmental standards, which are still in the finalization stage. Builders will also have to submit a U.S. Green Building Council (USGBC) checklist projecting a certification of Leadership in Energy and Environmental Design (LEED) of Silver level or higher.<sup>65</sup>

These ordinances, passed in the hopes of alleviating substandard housing, require landlords to obtain a building code and safety inspection on rental units. Property owners are responsible for the costs associated with these inspections. Unfortunately, these

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<sup>65</sup> Atlanta Business Chronicle February 2, 2009

ordinances may cause rental prices to increase, with the landlords passing the costs of the inspections and subsequent repairs (if any) on to the renters. These ordinances are also being challenged in court by various parties.

### **(3) Fees and Charges**

Development fees significantly impact housing in Georgia. As with other housing regulations, balancing the jurisdiction's need for revenue against the impact of these fees on housing costs is an ongoing effort. Although each regulation serves a valid public purpose, the fees and other costs associated with meeting these regulations add to the cost of housing. Impact fees are one-time charges applied to new development. Impact fees are a form of land-use regulation designed to assure that communities maintain adequate levels of public facilities in the face of growth.

The need to comply with zoning and subdivision mandates requires developers to increase personnel, adding both salary and application processing costs. In addition, the developer must often halt or slow construction until planning and zoning departments review submitted applications. This delay increases the costs associated with both new housing development and existing housing rehabilitation. Plan review and inspection fees can also be excessive. Efforts by local governments to streamline this application process will reduce costs and increase access to affordable housing. In addition, coordinating the approval process among regulatory agencies will also enhance this process.

### **(4) Tax Policies**

Residential real estate taxes serve as a major funding source for Georgia's local governments and boards of education. At the same time, these taxes increase the cost of all housing, whether through increased rents or through a homeowners payment of taxes on the owned housing unit.

### **(5) Transportation**

The availability of transportation influences where people can live. Consequently, the cost of and availability of transportation to work, shopping, and other services is a factor that also limits housing choice and affordability, especially for individuals with low incomes. For nearly four million urban and rural residents in Georgia, public transportation may be their only means of mobility.<sup>66</sup> Unfortunately, rural areas and many suburban areas have little to no access to public transportation. According to the Georgia Department of Transportation, a long-range goal of the Georgia Statewide Transportation Plan is to expand rural public transit programs across the state.<sup>67</sup>

### **(6) Federal Policies**

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<sup>66</sup> Georgia Department of Transportation, Office of Communications, *Fact Book 2003* (Atlanta, GA: Author, 2003) 34.

<sup>67</sup> Georgia Department of Transportation 35.

Three federal policies directly inhibit the development of affordable housing in Georgia. First of all, low area median incomes (AMIs) in rural counties make it difficult to use tax credit financing for rural affordable housing. Secondly, the rehabilitation of units using HOME funds necessitates that all systems be brought up to new construction standards. Unfortunately, this requirement is very costly and extremely prohibitive in keeping up with the housing rehabilitation needs of many Georgians. Thirdly, HOME funds cannot be used for accessibility upgrades only. In order to add accessibility features to a home, the entire home has to be brought up to the current housing codes. Again, this requirement is very costly and keeps many low-income Georgians from receiving much needed accessibility assistance.

## **V. Strategic Plan**

### **A. OVERVIEW OF GEORGIA'S HOUSING AND COMMUNITY DEVELOPMENT PRIORITY NEEDS**

The Strategic Plan delineates the state's general priorities for assisting extremely low, low, and moderate income residents based upon the analysis of their housing needs and the state's housing market conditions. This section also presents the state's strategy and actions to be taken over the three-year period of this Consolidated Plan to meet these needs.

The state's housing needs, as addressed in the previous sections, are long-standing. No short-term solutions will adequately address the problems, nor can the anticipated level of federal resources have a significant impact in the short term. Limited resources, changing federal priorities and uncertainty concerning funding commitments may limit the State's ability to undertake all the strategies listed; however, it is a plan of action. As a result, a three-year time frame has been chosen for the Strategic Plan, the minimum term permissible under Consolidated Plan regulations.

The needs analysis and strategy were ascertained through the State's analysis and the the input received through the Citizen Participation process previously described. This process resulted in the establishment of the following general statements of priority need, which are of equal importance and form the basis of Georgia's strategy. For the purposes of this plan, the State divided its priorities into two categories based on function: priorities targeted to directly benefit extremely low, low and moderate income households and priorities aimed at improving the production capacity of Georgia's affordable housing providers. The following listing is not reflective of any ranking. The state recognizes an equal weight to the importance of each statement.

#### ***Direct Benefit Priorities***

- To increase the number of Georgia's extremely low, low and moderate income households who have obtained affordable rental housing free of overcrowded and structurally substandard conditions.
- To increase the number of Georgia's extremely low, low and moderate income households who have achieved and are maintaining homeownership in housing free of overcrowded and structurally substandard conditions.
- To increase the access of Georgia's homeless to a continuum of housing and supportive services which address their housing, economic, health, and social needs.

- To increase the access of Georgia's special need populations to a continuum of housing and supportive services which address their housing, economic, health, and social needs.
- To increase the access of Georgia's Hispanic population to a continuum of housing which address their housing, economic, and social needs.
- To increase the access of Georgia's elderly population to a continuum of housing and supportive services which address their housing, economic, and social needs.
- To provide assistance to local governments to meet their non-housing community and economic development needs.

### ***Production Improvement Priorities***

- To increase coordination, strengthen linkages and encourage the formation of partnerships between Georgia's private sector housing developers, financial institutions, nonprofit organizations, public sector agencies, foundations, and other providers.
- To increase the capacity and skills of local nonprofit organizations and other providers to offer housing assistance.
- To improve the responsiveness of state and local policies to affordable housing issues.

The following sections outline Georgia's three-year Strategic Plan to address its housing and community development priorities, objectives, activities, and investment plan by program area.

## **B. Strategies to Address Georgia's Affordable Housing Needs**

### **(1) Summary of Georgia's Affordable Housing Needs and Market Analysis**

Georgia's housing stock has remained relatively affordable when compared to many other areas of the nation. However, the costs of the average home and average rent payment have far exceeded income gains of the average Georgian.

This trend most significantly affects low income households where cost burden is most significant, affecting 29% of Georgia's households pay 30% or more of their income for housing. 27% of Georgian households have been estimated as having a housing concern whether it is cost burden or severely cost burden, overcrowded or substandard housing.

Georgia's elderly households are the poorest of all household categories examined within this Consolidated Plan. As with all household groups, housing problems generally decrease for elderly households as their incomes increase. Cost burden is the most

common housing problem, affecting all households. The elderly households are no different. This issue places them in danger of losing their independence and makes it more likely that they will not be able to keep their homes safe and accessible.

Georgia's small families are its largest household category and are generally its most wealthy. Higher income small families account for the majority of both renters and owner household types within the middle- to higher-income category. At least 744,365 small family households are at or below moderate income. Housing problems are a major issue for both small family renters and homeowners. Cost burden is by far the most recurrent issue.

Georgia's large families constitute a small population of all households within the state. Approximately 41% of large family households are of low or moderate income. Almost 70% of all large families at or below moderate income level have some housing problem. Although Georgia has a very diverse ethnic and racial mixture, data shows evidence of disproportionate need for Hispanic households across all income categories and household types, regardless of tenure. As defined by HUD, a disproportionate need exists for a specific racial or ethnic group if the percentage of that racial or ethnic group's households within a particular category of need is at least ten percentage points higher than found in the category as a whole.

According to Census records, almost 43% of its housing units were built within the last 20 years. Just as Georgia's household types differ, the state's housing stock differs between counties as well. Generally, the housing stock in rural areas is older than housing in the state's urban regions. Several of the state's central urban counties were stressed. These counties have been identified as Chatham, Clarke, Dougherty, Fulton, Hall, Lowndes, and Richmond counties with every county in the Valdosta MSA. Housing stress was found to be present in a county if 30% or more of the households exhibited at least one of the following factors lacked complete plumbing facilities, lacked complete kitchen facilities, paid 30% or more of their income for rent or ownership costs, and/or had overcrowded conditions (more than one person per room).

Single family homes are the most common type of units in Georgia. In 2008, Georgia's housing stock consisted of 70% single family houses, 5% two- to four-unit houses, 15% multifamily units, 10% mobile homes and less than 1% for Boats, RVs or Vans.

An economic downturn has had an effect on the rapid growth in housing units that Georgia experienced in recent years. The result has been slowing growth in housing and reduced demand for housing.

## **(2) Priority Housing Needs**

Table 26 outlines Georgia's priority needs in accordance with the table prescribed by HUD. Georgia's priority needs were determined based on an examination of the data presented in the previous sections of this plan. Generally in Georgia, the housing problems of both renters and homeowners of all household types increase as incomes

decrease. For some of the state's programs, applications for funding from these entities dictate how to address the priority needs.

In establishing these priorities, Georgia will be able to address housing issues without restricting the type of assistance provided to any one area of the state or to any one particular group of extremely low, low or moderate income households. Thus, Georgia will be able to work toward eliminating the housing problems of all low income households without neglecting the needs of its moderate income families and individuals. The State acknowledges that it is impossible to rank any of the housing and community development needs over another because they are all interrelated and respond to the basic needs of persons in these income categories and of those who have special needs.. Special needs populations include elderly persons, individuals with physical and/or mental disabilities, and the homeless. The State will continue to encourage the development of supportive or service-enriched housing for specific special needs populations using available federal, state and local program funds. Low-income renter households often find it difficult to save money for the purchase of a home. Increased opportunities for homeownership warrant increased production of affordable housing units and the development of loan programs with favorable terms.

The State developed priorities for its housing and community development needs are reflected in HUD Table 2A (Table 26). The four federal programs covered by the Consolidated Plan address these needs. CDBG funding is the largest part of the State's annual HUD funding, making up about 61% of the \$66 million received from HUD. HOME funds are the second largest source, at about 33% of the total. Clearly, these funding sources play a very important role in meeting the State's priority needs. This plan identifies the areas of greatest need for the State in general, and this information is used to guide the funding priorities for each program year. The State is unable to place a specific priority need in the below-mentioned categories.

The check mark indicates that the State intends to use funds made available for activities during this period, but that the availability of funds and identification of needs locally determines the allocation of investments.

**Table 26: State Priority Housing/Special Need/Investment Plan Table (HUD Table 2A)**

PART 1. PRIORITY HOUSING NEEDS		Priority Level	
		Indicate High, Medium, Low, checkmark, Yes, No	
Renter	Small Related	0-30%	✓
		31-50%	✓
		51-80%	✓
	Large Related	0-30%	✓
		31-50%	✓
		51-80%	✓
	Elderly	0-30%	✓
		31-50%	✓
		51-80%	✓
	All Other	0-30%	✓
		31-50%	✓
		51-80%	✓
Owner		0-30%	✓
		1-50%	✓
		51-80%	✓
PART 2 PRIORITY SPECIAL NEEDS		Priority Level	
Elderly		✓	
Frail Elderly		✓	
Severe Mental Illness		✓	
Developmentally Disabled		✓	
Physically Disabled		✓	
Persons w/ Alcohol/Other Drug Addictions		✓	
Persons w/HIV/AIDS		✓	
Victims of Domestic Violence		✓	
Other		✓	



<b>PART 3 PRIORITY HOUSING ACTIVITIES</b>	<b>Priority Level</b> Indicate High, Medium, Low, checkmark, Yes, No
<b><i>CDBG</i></b>	
Acquisition of existing rental units	✓
Production of new rental units	✓
Rehabilitation of existing rental units	✓
Rental assistance	✓
Acquisition of existing owner units	✓
Production of new owner units	✓
Rehabilitation of existing owner units	✓
Homeownership assistance	✓
<b><i>HOME</i></b>	
Acquisition of existing rental units	✓
Production of new rental units	✓
Rehabilitation of existing rental units	✓
Rental assistance	No
Acquisition of existing owner units	✓
Production of new owner units	✓
Rehabilitation of existing owner units	✓
Homeownership assistance	✓
<b><i>HOPWA</i></b>	
Rental assistance	✓
Short term rent/mortgage utility payments	✓
Facility based housing development	No
Facility based housing operations	✓
Supportive services	✓
<b><i>Other</i></b>	

### **(3) Obstacles to Meeting Underserved Needs**

Many obstacles exist to meeting Georgia's affordable housing needs. The following points highlight some of these issues; however, because of the complex nature of housing issues, many other circumstances may exist which prevent the market from adequately providing affordable housing. Therefore, this list cannot be considered exhaustive but outlines some of the important obstacles to providing affordable housing in Georgia.

- High land and construction costs in certain areas decrease the ability of housing providers to build affordable housing.
- Interest rates are presently at record lows. However, future interest rate increases along with tighter lending practices will decrease the ability of low and moderate income householders to access structurally standard housing meeting the income and size requirements of the household.
- Low fair market rents established by HUD are often too low in many of the state's rural areas to make new construction of affordable, multifamily housing financially viable. The rents frequently are well below the cost to construct and maintain a unit and, thus, prohibitive to constructing new multifamily housing.
- Appraisal values on properties are often lower than rehabilitation costs, making some projects financially infeasible.
- Not In My Back Yard (NIMBY) reactions by citizens and subsequent policies of local governments discourage and prohibit development of affordable housing opportunities, particularly for special need and homeless populations, in certain neighborhoods and communities.
- Discriminatory behaviors discourage development of affordable housing.
- Unwillingness of substandard property owners to maintain and improve housing conditions to levels determined to be decent, safe, and sanitary.
- Existing liens for back taxes and special assessments and the inability to obtain clear title to a property prevent housing development in many inner-city neighborhoods, causing further blight and decline.
- Reluctance of some households, particularly the elderly, to assume additional debt and further encumbrance in order to rehabilitate their homes.
- The cost of housing and other necessities are often too high in comparison with the earnings of a low-income family to enable them to obtain and maintain safe and sanitary housing.
- Limited technical capacity and financial resources of nonprofit housing providers constrains their ability to meet affordable housing needs.
- Difficulty in securing subcontractors impedes the development of affordable housing opportunities.

- Competition with college students for housing in “college towns” decreases the amount of affordable housing available to low and moderate income households.
- Multiple levels of financing packages for construction/permanent loans and closings increase the complexity of affordable housing development.
- Lack of adequate and suitable funding sources prohibits the financing of accessibility modifications for households which include the elderly or individuals with a disability. Federal regulations require entities to bring the entire unit up to specified rehabilitation standards and other standard codes in order to provide accessibility modifications.
- Coordination of support service funding, construction financing, and rental assistance is required for the development of supportive housing, but is difficult to obtain due to conflicting program requirements and deadlines.

#### **(4) Geographic Allocation of Housing Funds**

While the geographic allocation of funds based on market conditions is an important consideration, Georgia's program resources designed to preserve and expand the supply of affordable housing alternatives for extremely low, low, and moderate income households are awarded based on guidelines established for each state program.

##### ***Consolidated Formula Funds***

DCA administers the state's CDBG program only within non-entitlement communities. Georgia's entitlement communities receive a direct allocation of CDBG funds from HUD. DCA competitively awards its CDBG funds and, therefore, the nature and quality of the application is the major funding determinant.

Participating jurisdictions receive a direct allocation of HOME funds from HUD. DCA administers HOME funds to the remaining jurisdictions throughout the state and some of its programs allow for the use of the state's HOME funds in local participating jurisdictions.. In order to encourage the development of affordable housing opportunities within certain areas, some HOME-funded programs operated by DCA enhance the competitiveness of applications for projects located within designated rural or urban revitalization areas. Despite this enhancement, the nature and quality of the entire application remains each program's major funding determinant.

DCA administers the ESG and HOPWA programs in areas of the state that do not receive a direct allocation of these funds directly from HUD.

##### ***Other Available Funds***

The Low Income Housing Tax Credit (Tax Credit) is competitively allocated statewide. The Tax Credit is also allocated jointly with HOME Rental Housing Loan funds through a competitive scoring process outlined in the Qualified Allocation Plan (see Appendix E).

DCA administers the state's allocation of Housing Choice Vouchers in 149 of Georgia's 159 counties. In the remaining counties, local public housing authorities administer the program.

The state's Georgia Dream Homeownership program sets aside a minimum of 20% of its bond funds for use in Areas of Chronic Economic Distress (ACEDs) which are designated by the State and approved by HUD and the Internal Revenue Service (IRS).

### **(5) Georgia's Three-Year Affordable Housing Priorities, Objectives, and Activities**

In light of the housing needs and market conditions identified through the consolidated planning process, Georgia has established the following three-year priorities, objectives, and investment plan in an effort to promote the affordable housing opportunities available for its extremely low, low and moderate income households. DCA will distribute CDBG, HOME, ESG, and HOPWA funds according to the state's annual Action Plan contained within this Consolidated Plan.

(NOTE: The following description of priorities and objectives includes only those state affordable housing priorities which directly benefit low and moderate income households and for which quantitative objectives can be determined. The state's priorities associated with improving production that have not been quantitatively objectified are described in other sections of the Strategic Plan. In addition, the figures provided to quantify the state's objectives include projections only for the programs funded by HUD which the state administers directly. Therefore, only estimates for programs shown below with either Consolidated Funds, other HUD Funds, or state match funds to the HUD program are incorporated into the State's quantified objective. The state anticipates providing additional assistance through other funding sources that benefit the targeted population).

**1. PRIORITY: To increase the number of Georgia's low and moderate income households who have obtained affordable rental housing which is free of overcrowded and structurally substandard conditions.**

**Objective #1 (DH-1.2.1.1-3): Construct affordable rental housing units for 444 extremely low, 668 low, and 172 moderate income households.**

Activity #1(A): Implement Georgia's HOME Rental Housing Loan program to provide loans to for-profit and nonprofit housing sponsors, including CHDOs, to construct new or rehabilitate existing rental housing.

Consolidated Funds: HOME; HOME Program Income.

Activity #1(B): Implement Georgia's Permanent Supportive Housing program to provide the capital resources and rental assistance necessary for sustainable supportive housing to assist Georgia's efforts to implement de-institutionalization strategies and further promote Georgia's goal of reducing and eliminating homelessness through

the production of affordable permanent rental housing with accompanying supportive services for Homeless Tenants.

Consolidated Funds: HOME; HOME Program Income.

Other HUD Funds: HUD Housing Choice Vouchers, Shelter Plus Care Vouchers.

Other Funds: State Housing Trust Fund for the Homeless.

Activity #1(C): Implement Georgia's CHDO Predevelopment Loan program, which provides interest-free loans to qualified nonprofit organizations for the preparation of complete and comprehensive applications for financing housing developments using DCA's HOME Rental Housing Loan and Permanent Supportive Housing programs.

Consolidated Funds: HOME; HOME Program Income.

Activity #1(D): Implement Georgia's Low Income Housing Tax Credit program which provides federal and state tax credits to owners of qualified rental properties who reserve all or a portion of their units for occupancy by low income tenants.

Other Funds: Low Income Housing Tax Credit; Georgia Housing Tax Credit.

Objective #2 (DH-3.2.1.1-3): **Rehabilitate** affordable rental housing units for 139 extremely low, 164 low, and 35 moderate income households.

Activity #2(A): Implement Georgia's HOME Rental Housing Loan program to provide loans to for-profit and nonprofit housing sponsors, including CHDOs, to construct new or rehabilitate existing rental housing.

Consolidated Funds: HOME; HOME Program Income.

Activity #2(B): Implement Georgia's Housing Tax Credit program which provides federal and state tax credits to owners of qualified rental properties who reserve all or a portion of their units for occupancy by low income tenants.

Other Funds: Low Income Housing Tax Credit; Georgia Housing Tax Credit.

Activity #2(C): Implement Georgia's Permanent Supportive Housing program to provide the capital resources and rental assistance necessary for sustainable supportive housing to assist Georgia's efforts to implement de-institutionalization strategies and further promote Georgia's goal of reducing and eliminating homelessness through the production of affordable permanent rental housing with accompanying supportive services for Homeless Tenants.

Consolidated Funds: HOME; HOME Program Income.

Other HUD Funds: HUD Housing Choice Vouchers, Shelter Plus Care Vouchers.

Other Funds: State Housing Trust Fund for the Homeless funds.

Activity #2(D): Implement Georgia's CHDO Predevelopment Loan Program which provides interest-free loans to qualified nonprofit organizations for the preparation of complete and comprehensive applications for financing low to moderate income housing developments using DCA's HOME Rental Housing Loan and Permanent Supportive Housing programs.

Consolidated Funds: HOME; HOME Program Income.

Activity #2(E): Implement Georgia's Regular Annual CDBG Competition which may assist local units of government to implement rental housing rehabilitation programs to benefit households of low and moderate income.

Consolidated Funds: CDBG.

Objective #3 (DH-2.2.1.1-3): Provide 26,621 extremely low, 23,600 low, and 103 moderate-income households with rental assistance.

Activity #3(A): Implement Georgia's Housing Choice Voucher (HCV) program which provides rent subsidies on behalf of low-income families and individuals to participating landlords who agree to maintain their rental properties to the required Housing Quality Standards.

Other HUD Funds: HUD Housing Choice Vouchers.

Activity #3(B): Implement Georgia's Shelter Plus Care program which provides rental assistance for homeless people with disabilities.

Other HUD Funds: Shelter Plus Care.

Activity #3(C): Implement Georgia's Housing Opportunities for Persons with AIDS (HOPWA) program which provides assistance to providers of housing and supportive services for people living with AIDS.

Consolidated Funds: HOPWA.

**2. PRIORITY: To increase the number of Georgia's low- and moderate- income households who have achieved and are maintaining homeownership in housing free of overcrowded and structurally substandard conditions.**

Objective #4 (DH-1.2.2.1-3): Assist 9 extremely low, 25 low, and 25 moderate income households with the **construction of housing** so that they may achieve homeownership in housing free of overcrowded and structurally substandard conditions.

Activity #4(A): Implement the Georgia Dream Single Family Development Program that encourages the construction of affordable homes for sale to low and moderate income home buyers

Consolidated Funds: HOME; HOME Program Income.

Activity #4(B): Implement Georgia's CHDO Predevelopment Loan Program which provides interest-free loans to qualified nonprofit organizations for the preparation of complete and comprehensive applications for financing low to moderate income housing developments using DCA's Georgia Dream Single Family Development program.

Consolidated Funds: HOME; HOME Program Income.

Objective #5 (DH-3.2.2.1-3): Assist 177 extremely low, 216 low, and 51 moderate income households with **rehabilitation** so that they may achieve homeownership in housing free of overcrowded and structurally substandard conditions.

Activity #5(A): Implement Georgia's Community HOME Investment Program (CHIP), which assists local communities to implement, approved Homeowner rehabilitation programs.

Consolidated Funds: HOME; HOME Program Income.

Activity #5(B): Implement the Georgia Dream Single Family Development Program that encourages the rehabilitation of vacant, affordable homes for sale to low and moderate income home buyers

Consolidated Funds: HOME; HOME Program Income.

Activity #5(C): Implement Georgia's Annual CDBG Competition that may assist local units of government to implement housing rehabilitation programs to benefit homeowners of low and moderate income.

Consolidated Funds: CDBG.

Activity #5(D): Implement Georgia's CHDO Predevelopment Loan Program which provides interest-free loans to qualified nonprofit organizations for the preparation of complete and comprehensive applications for financing low to moderate income housing developments using DCA's Georgia Dream Single Family Development programs.

Consolidated Funds: HOME; HOME Program Income.

Activity #5 (E) Implement the Neighborhood Stabilization Program which provides grants to communities for the acquisition and

rehabilitation of vacant, abandoned and/or foreclosed housing units.

Other HUD Funds: Neighborhood Stabilization Program.

Activity #5 (F) Implement the Georgia Dream Neighborhood Stabilization Program which provides loans to home buyers for the acquisition and rehabilitation of foreclosed properties.

Other HUD Funds: Neighborhood Stabilization Program.

Objective #6 (DH-2.2.2.1-3): Assist 261 extremely low, 953 low, and 1,558 moderate income households with down payment assistance and 22,845 with home buyer education (DH-2.2.3.0) so that they may achieve homeownership in housing free of overcrowded and structurally substandard conditions.

Activity #6(A): Implement the Georgia Dream Second Mortgage program, including all the financial options to offer deferred payment second mortgages to cover down payment, closing costs and prepaid expenses for low and moderate income home buyers.

Consolidated Funds: HOME; HOME Program Income.

Other HUD Funds: Neighborhood Stabilization.

Other Funds: State Match funds to the HOME Program.

Activity #6(B): Implement Georgia's Community HOME Investment Program (CHIP), which assists local communities to implement down payment assistance programs.

Consolidated Funds: HOME; HOME Program Income.

Activity #6(C): Implement Georgia's Annual CDBG Competition which assists local units of government to implement down payment assistance programs to benefit potential homeowners of low and moderate income.

Consolidated Funds: CDBG.

Activity #6(D): Provide Consumer Education Seminars to First-Time Home Buyers that will promote a general awareness of the advantages and responsibilities of homeownership; Pre-Purchase Housing Counseling; and Post-Purchase Follow-up Sessions after closing a mortgage loan.

Consolidated Funds: HOME Administrative funds.

Other HUD Funds: HUD Housing Counseling Program.

Other Funds: GHFA General Fund.



Activity #6(E): Implement the Georgia Dream First Mortgage Program which offers fixed rate mortgage loans to qualified low and moderate income home buyers.

Other Funds: Proceeds from mortgage revenue bonds.

**3. PRIORITY: To increase the access of Georgia's Hispanic population to a continuum of housing and supportive services which address their housing, economic, and social needs.**

*Objective #7 (DH-1.2.3.0): Assist 4,920 Hispanic households to access the continuum of housing and supportive services.*

Activity #7(A): Establish partnerships with organizations that assist the Latino community.

Consolidated Funds: HOME Administrative Funds.

Other HUD Funds: Housing Counseling Grant.

Activity #7(B): Implement a procedure to forward calls from Spanish speaking individuals to a dedicated phone line where they can receive information about assistance.

Consolidated Funds: HOME Administrative Funds.

Other HUD Funds: Housing Counseling Grant.

Activity #7(C): Produce additional workbooks in Spanish to inform the Spanish speaking population of assistance available through DCA.

Consolidated Funds: HOME Administrative Funds.

Other HUD Funds: Housing Counseling Grant.

Activity #7(D): Provide housing counseling and home buyer education.

Consolidated Funds: HOME Administrative Funds.

Other HUD Funds: Housing Counseling Grant.

Activity #7(E): Offer GeorgiaHousingSearch.org website in a Spanish language format.

Other HUD Funds: Housing Choice Voucher Administrative Fees.

Other Funds: GHFA General Funds; Other identified private and public resources.

## **C. PUBLIC HOUSING**

### **Management**

The State of Georgia does not own, manage, nor operate any public housing as a public housing authority. Neither does the State foresee owning, operating, or managing any public housing in the future. Therefore, action in this area is not feasible. In 1937, the Georgia General Assembly enabled each county and city to establish functioning public housing authorities within their jurisdiction upon a declaration of need. Therefore, the State has not developed a plan to encourage public housing residents to become more involved in the public housing management or to become owners of their units. However, the State encourages individual PHAs to develop such a plan with residents. The State also continues to encourage within its programs the transition of public housing residents into private housing living situations. As such, it does not anticipate any major State involvement in this area, except to continue to provide related program information to interested parties. While DCA does not specially target funds in the Consolidated Plan for public housing programs, the State recognizes its vested interest in the federal government's commitment to continue to provide resources for the operation, maintenance and preservation of public housing and for the HCV Program. Public housing authorities implement a large portion of Georgia's housing assistance effort. Local governments have created 202 PHAs, providing public housing. Seventeen PHAs offer Housing Choice Vouchers rental subsidies. PHAs utilize funds from public housing rent receipts, federal subsidies from HUD and proceeds from bond issues for some development costs. Georgia's housing authorities and agencies manage over 100,000 dwelling units, and serve over a quarter million of Georgia's low income citizens. As the state entity responsible for the development of the Consolidated Plan, DCA annually reviews the public housing agency plans prepared by local public housing authorities outside of the state's local entitlement jurisdictions. Many of these plans contain provisions to encourage public housing resident involvement in the administration and management of the units.

### **Troubled Public Housing Authorities**

Local public housing authorities (PHAs) are established through the auspices of local government, subject to state enabling legislation. The HUD Office of Public and Indian Housing (OPIH) uses a scoring system by which it can determine if a housing authority is "troubled". DCA periodically contacts the OPIH Field Office in Atlanta to obtain an updated list of troubled authorities in the state. OPIH can establish a Memorandum of Agreement (MOA) with each troubled PHA that establishes a program that will enable a troubled PHA to resolve their troubling issues.

Upon consultation with the OPIH a determination is made whether or not State assistance is necessary to assist a troubled PHA. Thus far, troubled PHAs have worked directly with OPIH to resolve their deficiencies. No State action has been necessary. DCA will continue to monitor the status of these troubled PHAs and any other qualifying PHA that acquires a "troubled" status in anticipation of offering technical assistance as needed.

In the event that an authority whose service area is not entirely contained within a locality that must prepare a consolidated plan is determined to be troubled, DCA would be prepared to offer technical assistance. This would be offered upon the request of the local

public housing authority and would focus on those areas of deficiency contributing to the designation with the intention of assisting in removing the designation.

### **Coordination Efforts with Public Housing Authorities**

The State will continue activities to enhance coordination between public and assisted housing providers and private and government health, mental health, services, and fair housing agencies. DCA staff will continue its partnership with 11 local public housing authorities (Americus, Athens, Atlanta, Augusta, Brunswick, Columbus, Decatur, DeKalb, Hinesville, Macon, and Marietta) that have teamed with GHFA to create Georgia HAP Administrators (GHA), Inc., a nonprofit organization that provides Housing Choice Voucher Program Contract Administration services. GHA assumed this role on August 1, 2000. GHA will continue its operation in SFY2011.

DCA is committed to ensuring that all subsidized families live in units that meet basic quality standards. DCA is addressing housing problems that threaten the health of America's children. DCA will continue to require recipients of federal HOME and CDBG funds that engage in rehabilitation activities to follow HUD regulations, which require the control of lead based paint hazards and safe work practices. DCA staff will also continue to serve on the Advisory Committee of the Georgia Childhood Lead Poisoning Prevention Program. Through this committee, in addition to contacts with other involved state and federal agencies, DCA will serve as a point of coordination for the integration of lead hazard reduction into housing policies and programs. Lead Based Paint information is distributed to residents of public housing and landlords of the Section 8 program. Landlords are also required to sign a landlord certification responsibility form, which certifies that they will follow all equal opportunity requirements, screen families for criminal background and drug activity, and to perform necessary maintenance related to compliance with Housing Quality Standards.

The Consolidated Plan partner agencies will facilitate ongoing communication through consultations and other meetings with public housing authorities, in an effort to assess their needs and the needs of the clients they serve. Along with guidance from HUD, DCA plays a major role in certifying that future PHA (for all PHAs serving non-Entitlement areas which are not covered by a local Consolidated Plan) five-year and annual Consolidated Plans are consistent with the priorities and contents of any Consolidated Plan prepared pursuant to 24 CFR Part 91.

## **D. STRATEGIES TO ADDRESS THE NEEDS OF GEORGIA'S HOMELESS**

### **(1) Summary of Georgia's Homeless Population and Needs**

The numbers presented in Table 27 (HUD Table 1A) reflect the information submitted to HUD in the 2009 Continuum of Care application. The numbers reflect data for the 152 counties covered in the Balance of State Continuum of Care and does not include data for the other seven Continuum of Care as those numbers are submitted in the local consolidated planning documents of those communities.

***Georgia's Homeless Population Summary Table***

**Table 27: Georgia's Homeless and Special Needs Populations (HUD Table 1A)**

**Continuum of Care: Housing Gaps Analysis Chart**

		<b>Current Inventory in 2009</b>	<b>Under Development in 2009</b>	<b>Unmet Need/ Gap</b>
<b>Individuals</b>				
<b>Beds</b>	Emergency Shelter	777	0	1987
	Transitional Housing	260	0	1162
	Permanent Supportive Housing	655	145	2196
	Total	1692	145	5345
<b>Persons in Families With Children</b>				
<b>Beds</b>	Emergency Shelter	792	0	666
	Transitional Housing	1017	9	896
	Permanent Supportive Housing	822	71	353
	Total	2631	80	1915

\* Estimates of Unmet Need/Gap were calculated based on HUD guidance ([http://www.hudhre.info/documents/CalculatingUnmetNeed\\_April2006.pdf](http://www.hudhre.info/documents/CalculatingUnmetNeed_April2006.pdf))

**Continuum of Care: Homeless Population and Subpopulations Chart**

<b><i>Part 1: Homeless Population</i></b>	<b><i>Sheltered</i></b>		<b><i>Unsheltered</i></b>	<b><i>Total</i></b>
	<b><i>Emergency</i></b>	<b><i>Transitional</i></b>		
1. Homeless Individuals	494	209	5676	6379
2. Homeless Families with Children	197	243	646	1086
2a. Persons in Homeless Families with Children	606	825	2131	3562
<b>Total (lines 1 + 2a)</b>	1100	1034	7807	9941
<b>Part 2: Homeless Subpopulations</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
1. Chronically Homeless	201		1105	1306
2. Seriously Mentally Ill	89		676	765
3. Chronic Substance Abuse	282		1138	1420
4. Veterans	46		904	950
5. Persons with HIV/AIDS	47		329	376
6. Victims of Domestic Violence	839		670	1509
7. Youth	4			4

## **(2) Georgia's Strategies to Meet the Needs of the Homeless**

### **Overarching Strategies**

#### ***State Housing Trust Fund for the Homeless***

The State of Georgia places a high priority on addressing the needs of the homeless population. The State also seeks to prevent other families and individuals from becoming homeless. As such, the State Housing Trust Fund for the Homeless (HTF) was created in 1987 based upon the recommendation of the Special Study Committee on the Problems of Homelessness in Georgia. The Governor appointed the first HTF Commission in 1990, and the Georgia General Assembly authorized its first appropriation of \$5 million for SFY1991. The HTF continues to receive support each year from the Governor and the Legislature. Most importantly, the HTF provides matching funds for the ESG program.

Since 1998, the DCA has prepared a Balance of the State's Continuum of Care Plan. This plan enables DCA, other state agencies, local governments, and local mainstream providers to access homeless assistance funds – not just HUD funds, but funds of all types – to assist all homeless persons, regardless of whether or not they are being served by HUD programs.

#### ***Georgia Interagency Homeless Coordination Council***

To coordinate the various initiatives of all the State Agencies that work to address homelessness, the State formed the Interagency Homeless Coordination Council in 2004. The Council developed the State of Georgia Ten Year Plan to End Homelessness. The Council has representatives from multiple agencies and meets quarterly. The members of the Georgia Interagency Homeless Coordination Council (GIHCC) work together to coordinate resources and find cooperative solutions to the challenge of homelessness. GIHCC is an approach that fits perfectly with the Governor's TEAM Georgia concept, aimed at making Georgia the nation's best managed state — in this case, a better managed state government in the service of Georgia's neediest citizens.

Homeless persons and service providers in Georgia have been and will continue to be positively affected by the industrious work of the GIHCC. On-going work is focused on ending chronic homelessness; policies that will eliminate discharging clients back into homeless situations; improving state agency coordination; improving access to SSI with a consideration given to presumptive eligibility; evaluation of fiscal effectiveness; effective homeless prevention policies; and coordination strategies that will best achieve the Council and the Governor's goals for ending chronic homelessness in Georgia by 2012.

#### ***Homeless Management Information System***

Georgia's diverse homeless population requires multiple specialized and mainstream services – working together – to end episodes of homelessness and chronic homelessness. Collaboration and communication between key agencies is necessary to identifying and addressing homelessness issues on the individual and community levels. In the 2002

Balance of the State Continuum of Care, DCA was awarded funds from HUD for a comprehensive Homeless Management Information System (HMIS) initiative. The purpose of HMIS, as mandated by Congress, is to generate an unduplicated count of each Continuum of Care's homeless population. However, this data will benefit the community in many other ways.

As data is accumulated over time, a much more comprehensive picture will appear of the homeless population's needs and demographics. Moreover, these needs and demographics can be tracked over time to see how they change. This data will allow Georgia's departments and agencies to better allocate resources and serve their communities in their mission to end homelessness. Through this HUD grant, DCA has provided funding to eligible agencies to assist with hardware procurement, Internet connection fees, and supportive software to make this project successful.

The lead agency for this HMIS implementation is DCA. Its principal partner is Pathways Community Network, Inc., an Atlanta-based nonprofit software developer. This partnership has resulted in a solid HMIS presence in each of Georgia's Continuums. In carrying out this program, DCA and Pathways will be assisted by a steering committee consisting of representatives from six of seven Continuums of Care. In 2009, the Columbus-Muscogee County Continuum of Care opted to no longer use the Pathways HMIS. However, all grantees of the state must continue to use Pathways in addition to any locally created system.

The current focus of the initiative has been on increasing utilization of the system by the 235+ HMIS member agencies. Significant progress has been made since the HMIS project started in 2002 both in the number of agencies using the system and in the quality of data input. The Georgia HMIS was used to track services provided to 151,740 homeless or at-risk Georgians in the twelve months ending June 30, 2009. Of this total number, 48,512 were children and 4,215 were senior citizens. As a byproduct of collecting good homeless data, the State is developing a more comprehensive picture of the homeless population's needs and are able to see how those needs and demographics change over time. This data is allowing local community agencies to better allocate resources and serve their communities in their mission, and the State's, to end homelessness. Each of Georgia's seven Continuums of Care has a substantial number of homeless service providers using the HMIS system. There is representation from many sectors of the homeless service/shelter system – information and referral, emergency shelters, transitional housing, permanent supportive housing, HOPWA providers, domestic violence shelters, and service-only agencies. DCA sponsors the Continuum of Care HMIS Steering Committee that explores and promotes collaboration between the state and local Continuum of Care Plans.

### **Strategies for Helping Low Income Families Avoid Homelessness**

The first line of defense against homelessness is homelessness prevention. In SFY2008, the HTF awarded funding to 27 organizations to help them stabilize families that experienced a temporary economic setback. Prevention funds are used to pay security deposits, past due rental and/or mortgage payments, and utility bills. During this period, agencies throughout the State reported providing homeless prevention assistance to

22,256 eligible persons (programs are funded through the State as well as through other leveraged resources secured by grantee agencies). The majority of persons who received this type of assistance were persons in families (88%). In SFY2009, 98,607 persons received homelessness prevention services from agencies participating in HMIS. Of these persons assisted, 55% were female; 3% had a disability.

DCA is shifting resources toward providing more prevention and rapid re-housing so that the overall number of households with children that are homeless will drop dramatically. In order to facilitate this transition, DCA is providing training and technical assistance to agencies that are new to this approach.

The Homelessness Prevention and Rapid Re-Housing Program (HPRP) is designed to provide homelessness prevention assistance to households who would otherwise become homeless—many due to the economic crisis—and to provide assistance to rapidly re-house persons who are homeless. \$33 million was allocated to entities in the State. Of this amount, \$14 million was allocated to 11 local government agencies. Additionally, DCA received \$19 million dollars for the balance of state. More information about HPRP can be found at <http://www.dca.ga.gov/housing/specialneeds/programs/HPRP.asp>.

The Community Services Block Grant ARRA funding (CSBG) provided approximately additional \$26.9 million dollars to Georgia's Community Action Agencies, through the Department of Human Services. This funding can be used for a range of services and activities such as activities addressing employment, education, better use of available income, housing, nutrition, emergency services and/or health to assist the needs of low-income individuals including the homeless, migrants and the elderly.

### **Strategies for Reaching Out to Individual Homeless Persons**

Using State HTF dollars, DCA is able to fund and support local sponsors of regional homeless resource fairs in all of Georgia's 12 regions. During SFY2009, fairs were held in 5 regions. These fairs are designed to facilitate communication between providers and effectively coordinate services offered to homeless families. Several of these fairs used the Project Homeless Connect model endorsed by the United States Interagency Council on Homelessness.

The HTF awards money to organizations that provide services designed to address issues that may have contributed to the individual's or the family's homelessness. The range of services includes housing counseling, childcare, education, employment training, financial counseling, legal aid, mental health counseling, primary health care, and substance abuse therapy. In SFY2009, the HTF assisted 151 grantees in providing supportive services to an average of 2,227 clients per day. A total of 67,157 persons received supportive services through funded programs funded.

The Projects for Assistance in Transition from Homelessness program (PATH) is administered through the Department of Behavioral Health and Developmental Disabilities and funds Homeless Outreach Teams located in Atlanta, Columbus, Augusta, and Savannah. PATH services are for people with serious mental illness, including those



with co-occurring substance use disorders, who are experiencing homelessness or at risk of becoming homeless. PATH services include community-based outreach, mental health, substance abuse, case management and other support services, as well as a limited set of housing services. In SFY2009, PATH Service Providers conducted outreach with 2,650 homeless individuals in these cities. They were able to enroll 1,089 homeless individuals with mental illness into ongoing PATH funded Case Management Services. Of the clients discharged from PATH services, 46% were linked to mental health services and 26% were linked to both housing and mental health services.

### **Strategies for Addressing the Emergency Shelter and Transitional Housing Needs of Homeless Persons**

The goal for all programs that serve homeless families and individuals is permanent, stable housing. The path to that goal may be directly from homelessness into independent housing – a path reflected in housing programs that use the “rapid re-housing” or “housing first” model. Other people will move from homelessness into an emergency shelter that provides the most basic housing and services for a very limited period of time. Transitional housing provides people with greater needs a housing solution, up to 24 months, along with case management and services that help them transition into permanent housing. Currently, Georgia has 10,000 emergency shelter and transitional housing beds across the State. However, there is still a great need for additional shelter.

Not surprisingly, those beds are concentrated in the state’s most urban areas. If one looked very simplistically at the number of homeless program beds, of any type, in comparison to the single night homeless count, Georgia needs about 9,500 additional beds statewide to meet the need. However, the map of unmet needs provides a more telling picture, with large portions of the state where virtually all of the need is unmet compared to a smaller portion of the state with a closer to adequate supply of housing resources.

In the FFY2008 Continuum of Care funding competition, the seven (7) Georgia Continuums of Care were allocated \$27.5 million in funding for the Supportive Housing and Shelter Plus Care programs. The seven Continuums also received an additional \$3.6 million in HUD Emergency Shelter Grant funds. DCA and the HTF Commission sponsor the “Balance of State Continuum of Care” covering 152 counties in order to ensure statewide coverage.

The DCA sponsored housing search web site, GeorgiaHousingSearch.org, continued to grow. By April 30, 2010, the site included 150,322 units listed and averaged 9,626 searches per day. Service providers for the homeless, as well as the general public, can use this service to find rental units based on price, numbers of bedrooms, available amenities, access to mass transportation, and accessibility features.

### **Strategies to Help Homeless Persons, Especially Those who are Chronically Homeless, Make the Transition to Permanent Housing and Independent Living**

Permanent Supportive Housing is a successful, cost-effective combination of affordable housing with services that helps people live more stable, productive lives. Supportive

housing works well for people who face the most complex challenges—individuals and families who are not only homeless, but who also have very low incomes and serious, persistent disabilities.

The Shelter Plus Care (S+C) program is designed to provide housing and supportive services on a long-term basis for homeless persons with disabilities and their families. Persons served by this program primarily have disabilities associated with serious mental illness, chronic problems with alcohol and/or drugs, and acquired immunodeficiency syndrome (AIDS) or related diseases. Since FFY1995, DCA has received \$37.9 million dollars in S+C commitments to assist 47 sponsors. Grants awarded to DCA for sponsor-based rental assistance have been: FFY1999 for \$3.7 million, FFY2000 for \$3.3 million, FFY2001 for \$1.3 million, FFY2002 for \$2.5 million, FFY2003 for \$2.8 million, FFY2004 for \$5.8 million, FFY2005 for \$4.1 million, FFY2006 for \$4.9 million, FFY2007 for \$5.9 million and the most recent awards for six new projects in FFY2008 for \$3.7 million. In total, 73 S+C projects have been awarded. In all, over 1,313 homeless and individuals with disabilities are targeted to receive shelter and supportive services utilizing 1,313 housing units over five or ten year periods. An additional 648 family members will also benefit, raising the total estimated benefit to 1,961 persons per year.

DCA's Permanent Supportive Housing Program (PSHP) encourages the production of affordable rental housing with accompanying supportive services for eligible homeless tenants with special needs. During SFY2009, DCA awarded \$13,450,000 in HOME funds and \$450,000 in HTF monies to four recipients that will produce 119 special needs units. Since its inception, the total number of units completed and under construction is 456, with 70 units under review. The total amount of funds committed to the program exceeds \$55,000,000. DCA is working closely with DBHDD to redefine the types of residential services provided to individuals in permanent supportive housing. DCA will continue to develop its relationship with the newly formed DBHDD to create partnerships enabling the development of housing options for individuals with mental illness.

Based on an assessment of most recent APR data for CoC, 70% of residents in or leaving permanent housing in the past 12 months have been there or were there for 7 months or longer. The CoC will continue to monitor this statistic and will implement several actions to improve this number. Staff time will be redirected towards working with S+C providers to improve utilization and housing stability. DCA will also continue to hold ongoing technical assistance sessions and its annual S+C conference.

DCA has implemented Housing Support Standards for all of its grantees. The Housing Support Standards require grantees to focus on housing stability from the moment the family or individual enters the program and to set goals that move towards permanent housing as quickly as possible. DCA will be providing technical assistance to those agencies that fall below 65%. DCA's funding, as well as the Balance of State scoring criteria, will continue to be based on performance so agencies will strive to increase their housing stability percentages in order to be competitive for funding.

#### **Other Departmental Efforts to Address Homelessness in Georgia**

DCA strives to help communities in Georgia to identify their needs and opportunities for improvement utilizing locally driven solutions. As such, DCA has been and continues to be a critical partner for larger “entitled” communities working toward solutions. In smaller communities, often absent dedicated staff, DCA’s leadership role on homeless issues often expands as mainstream providers are engaged and involved in locally driven solutions. In these smaller areas, DCA has been extremely successful with regional approaches to prevention, outreach, and permanent housing solutions utilizing Shelter Plus Care and HOPWA resources.

DCA also participates with the Mayor’s Homeless Commission (Atlanta) in an effort to address needs in the Atlanta region. This Commission is staffed by the United Way of Metropolitan Atlanta. Extending from this effort is the United Way’s new Supportive Housing Council. This group is specifically working to establish new resources for housing chronically homeless persons in the Metro Atlanta area. DCA staff also attends local homeless coalition and Continuum of Care planning meetings throughout the state.

Lastly, DCA recognizes that addressing the needs of Georgia’s homeless cannot be confined to “homeless only” planning processes. For this reason, DCA actively participates in mainstream planning efforts throughout the state.

The State will continue to further its coordinated assistance efforts to the homeless by providing support to emergency and transitional housing facilities. It will also offer supportive services to homeless individuals so that they will be able to obtain permanent housing and reach the highest attainable level of self-sufficiency. In sum, through the administration of federal and state-funded programs specifically targeted to the homeless population or to low and moderate income households, the state will help low income families avoid becoming homeless; reach out to homeless persons and assess their individual needs; address the emergency shelter and transitional housing needs of homeless persons; and help homeless persons make the transition from permanent housing to independent living.

### **(3) Georgia’s Three-Year Priority, Objectives, and Investment Plan to Assist the Homeless**

In light of the needs of the homeless and those threatened with homelessness, Georgia has established the following three-year priority, objective, and investment plan in an effort to assist individuals and families break the cycle of homelessness and to prevent other individuals and families from experiencing this living condition. DCA will distribute funds for the HOME, CDBG, ESG, and HOPWA programs according to the state’s annual Action Plan contained within this Consolidated Plan.

(NOTE: The following priority and objective description only includes the state priority which directly benefits homeless households and for which a quantitative objective has been determined. The state’s other priorities that may indirectly relate to assisting the homeless are described in other sections of the Strategic Plan. In addition, the figures provided to quantify the state’s objectives include projections based only on the use of HOME, CDBG, ESG, HOPWA, Housing Choice Voucher, Shelter Plus Care, and state match funds for the ESG program. The state anticipates providing additional assistance

through other funding sources to extremely low, low and moderate income households or organizations serving this population).

### **Continuum of Care Objectives**

The following objectives are set forth in the Balance of State Continuum of Care Plan submitted to HUD annually. They reflect the three year goals and anticipated outcomes.

Objective 1: Create 150 new permanent housing beds for chronically homeless individuals.

Objective 2: Increase the percentage of homeless persons staying in permanent housing over 6 months to at least 77%.

Objective 3: Increase the percentage of homeless persons moving from transitional housing to permanent housing to 74%.

Objective 4: Increase the percentage of persons employed at exit from transitional or permanent supportive housing to 34%.

Objective 5: Decrease the number of homeless households with children to 800.

### **4. PRIORITY: To increase the access of Georgia's homeless to a continuum of housing and supportive services which address their housing, economic, health, and social needs.**

*Objective #8 (SL-1.1.1.0): Provide housing necessary for Georgia's homeless to break the cycle of homelessness to an average of 4,300 individuals daily and/or provide supportive services necessary for Georgia's homeless to break the cycle of homelessness to accommodate an average of 2,500 (SL-1.1.4.0) individuals daily.*

Activity #8(A): Implement Georgia's Emergency Shelter Grant program which provides financial assistance to nonprofits and local governments that offer shelter and services to meet the emergency needs of homeless individuals and families.

Consolidated Funds: ESG.

Other Funds: State Housing Trust Fund for the Homeless.

Activity #8(B): Implement Georgia's Permanent Supportive Housing Program provides the capital resources and rental assistance necessary for sustainable supportive housing to assist Georgia's efforts to implement de-institutionalization strategies and further promote Georgia's goal of reducing and eliminating homelessness through the production of affordable permanent rental housing with accompanying supportive services for Homeless Tenants..

Consolidated Funds: HOME.

Other HUD Funds: HUD Housing Choice Vouchers, Shelter Plus Care Vouchers.

Other Funds: State Housing Trust Fund for the Homeless; HOME Program Income.

Activity #8(C): Implement Georgia's Regular CDBG Competition that may assist local units of government to implement programs that benefit Georgia's homeless.

Consolidated Funds: CDBG.

Activity #8(D): Implement Georgia's Shelter Plus Care program, which provides rental assistance and services for homeless people with disabilities.

Other HUD Funds: Shelter Plus Care.

Other Funds: State Housing Trust Fund for the Homeless.

Activity #8(E): Implement Georgia's Housing Choice Voucher program which provides rent subsidies on behalf of low-income families and individuals to participating landlords who agree to maintain their rental properties to the required Housing Quality Standards.

Other HUD Funds: Housing Choice Voucher

## **E. STRATEGIES TO ADDRESS GEORGIA'S OTHER SPECIAL NEEDS HOUSEHOLDS**

### **(1) Summary of the Housing and Supportive Service Needs of Georgia's Non-Homeless Households Requiring Supportive Housing**

The following sections summarize the housing and supportive service needs of Georgia's non-homeless households that require supportive housing.

#### ***Elderly/Frail Elderly***

Several states have experienced dramatic growth in their older population over the past five years. Seven states have more than two times the average growth: Utah, Arizona, Idaho, Colorado, Georgia, New Mexico, and Delaware. Census estimates for 2008 indicates that Georgia has the fifth highest percentage of this population over 65 of any state in the nation. Georgia currently has over 943,000 persons age 65 and older. There are 3.4 million total households in Georgia, with 243,980 of those households who are 65 years and older. Georgia's population ages 85 and above is expected to increase 114.6% from 1990 to 2010. Those 85 and above are by far the fastest growing group, projected to

total 122,818 in 2010.<sup>68</sup> All elderly persons require various housing and supportive services to facilitate their living conditions, including: transportation; outreach; information and referral assistance; health care treatment; health screening; nutritional programs; emergency response systems; and health monitoring services.

The renovation of existing low rent housing facilities to enhance their appeal and service to aging adults is in great demand. In addition, many older homeowners urgently need home repair services, including funds to make the units accessible to accommodate any physical disabilities they may have. Major rehabilitation of their homes is often necessary to ensure safety; other homes may require minor repair work to prevent further deterioration.

The frail elderly require in-home and adult day care services to enable them to remain in the community while limiting their dependency and loss of dignity, which frequently accompanies illness and impairment. In-home services may include a personal care aide to assist in daily activities; a respite care sitter to relieve the primary care taker; a homemaker service to clean and cook; and a home health service to assist in the individual's health care regime. Minimal in-home support prevents the need to institutionalize the elderly person, providing considerable cost savings to both the family and taxpayer.

### ***Georgians with Substance Abuse Problems***

Residential care is one part of a continuum of essential substance abuse services, ranging from prevention to responding to critical problems, needed to assist those with substance abuse problems. Residential care for those with the highest needs includes the following treatment arrangements:

- Short-term, intensive inpatient care options with the length of stay dependent on the severity and complexity of the person's problem;
- Specialized residential care options for persons with special needs, such as persons with HIV and persons with both mental and addictive illnesses;
- Long-term residential care options for persons whose level of impairment requires a length of stay longer than one year; and
- Transitional residential care options, such as halfway houses and recovery residences, with length of stay up to one year.

### ***Georgians with Mental, Physical, and Developmental Disabilities***

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<sup>68</sup> Just the Facts: Aging Trends in Georgia, GA DHR Division of Aging Services and the Aging Network SFY2008

This population is the most diverse of all groups examined for the plan. The housing needs of individuals with disabilities are varied and include the following:

- Community-based residential facilities which offer a non-institutional alternative to individuals with mental illnesses and developmental disabilities;
- Respite homes to provide care for individuals with profound disabilities when the primary care giver requires time off;
- Housing retrofitting to provide access for individuals with physical disabilities;
- New construction of housing units with access for individuals with physical disabilities;
- Housing facilities for individuals with physical disabilities without age restrictions; and,
- Housing choices for individuals with physical disabilities integrated within the overall community.

The service needs of individuals with disabilities vary tremendously depending on the disability, but generally include home medical assistance; respite care; personal care assistance; vocational education; case management; transportation assistance; crisis intervention; residential services; and day treatment.

### ***Georgians Living with HIV/AIDS***

The HIV/AIDS epidemic continues to grow in Georgia. According to the Centers for Disease Control (CDC), Georgia ranked eighth in the nation in the number of cumulative AIDS cases as of July 2008. The CDC has reported that 1,691 persons were newly diagnosed with HIV not AIDS and 1,040 newly AIDS cases in Georgia. There are 48,145 people living with AIDS as of September 2008.<sup>69</sup>

According to CDC's *HIV and AIDS in the United States: A Picture of Today's Epidemic*, the distribution of AIDS cases among racial and ethnic groups remains extremely high for the non-Hispanic Black/African American population in Georgia. 78% percent of HIV (non-AIDS) cases diagnosed in 2007 were among African Americans, who make up only 30% of Georgia's population. From 1997 to 2001, the number of blacks with AIDS has represented over 75% of Georgia's population with AIDS each year. Fortunately, pediatric AIDS cases (children under the age of 13) in Georgia have generally decreased since 1994. In 2000, only 3 cases were reported. In 2001, zero cases were reported. This decrease is most likely due to newer antiretroviral medications for infected pregnant women that prevent transmission during pregnancy. Of the 210 cumulative cases of pediatric AIDS reported through the end of 2001, 199 (95%) had mothers who were HIV-infected or at risk for HIV-infection.

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<sup>69</sup> 3<sup>rd</sup> Quarter 2008 Surveillance Report for the State of Georgia

Although the number of AIDS cases reported in Georgia for females has recently decreased, the proportion of AIDS cases in females has steadily increased since the early 1980s. The *Year 2002 Epidemiologic Profile for HIV Prevention Community Planning in Georgia* notes that the number of cases for females reached an all time high in 1996 with 417. In 2001, women accounted for 27% of all AIDS cases reported in Georgia. This is a significant increase from 1983 when only two cases of AIDS were reported for women.

Furthermore, metropolitan communities continue to rank higher in the rate of reported AIDS cases than other areas. In Georgia, the vast majority of AIDS cases are reported by the Fulton County Health District. This district accounted for 44% of the total 20,597 cases reported from 1990 to 2001 for the state. During this same period, the proportion of cases from districts outside of Atlanta increased from 27% to 33%.

The housing needs of persons living with AIDS include short and long-term tenant-based rental assistance emergency assistance, and down payment assistance. In addition, congregate living arrangements for individuals who are terminally ill and need 24-hour support and medical services are necessary. The varied supportive service needs of people living with AIDS include but are not limited to the following: mental health, substance abuse and support group counseling; personal assistance to locate available housing opportunities; legal services; financial services; housing counseling; and nutritional services.

## **(2) Obstacles to Meeting Georgia's Non-Homeless Supportive Housing Needs**

The State has identified the following obstacles to meeting its non-homeless supportive housing needs:

- Public fears and Not In My Back Yard (NIMBY) reactions to having supportive housing facilities located within their neighborhoods.
- Restrictive and exclusionary zoning practices which limit the existence of supportive housing in certain residential areas;
- Scarcity of public resources available to provide housing and supportive services assistance; and
- Shortage of competent, broad-based community housing and service agencies with the primary mission dedicated to the provision of housing for persons with HIV/AIDS.
- Difficulty in coordinating funding for service delivery, construction, and rental assistance due in part to conflicting requirements of programs and/or uncoordinated application deadlines.

## **(3) Geographic Allocation of Funds to Address Georgia's Non-Homeless Supportive Housing Needs**

### ***Consolidated Formula Funds***



HOPWA program funds are available to all qualified local governments and nonprofit organizations operating and developing housing in the state for persons impacted by HIV/AIDS. As of 1998, DCA has generally restricted HOPWA funding to counties outside of the 20-county Atlanta MSA. Beginning in FFY2004, the Augusta-Richmond MSA became a HUD designated HOPWA formula grantee and the Atlanta MSA was increased by 8 counties. DCA will primarily use Georgia's allocation of formula HOPWA funds to serve the remaining 127 counties located outside of the Atlanta MSA and the Augusta-Richmond MSA.

DCA administers the State's CDBG program only within non-entitlement communities. Georgia's entitlement communities receive a direct allocation of CDBG funds from HUD. DCA competitively awards its CDBG funds and, therefore, the nature and quality of the application is the major funding determinant.

Although participating jurisdictions receive a direct allocation of HOME funds from HUD, DCA administers all but one of its HOME funded programs (the Community HOME Investment Program) throughout the state. In order to encourage the development of affordable housing opportunities within certain areas, some HOME-funded programs operated by DCA enhance the competitiveness of applications for projects located within designated rural or urban revitalization areas. Despite this enhancement, the nature and quality of the entire application, remains each program's major funding determinant.

#### ***Other Available Funds***

The Low Income Housing Tax Credit is competitively allocated statewide. The Tax Credit is also allocated jointly with HOME Rental Housing Loan funds through a competitive scoring process outlined in the Qualified Allocation Plan (see Appendix E).

DCA administers the state's allocation of Housing Choice Vouchers in 149 of Georgia's 159 counties. In the remaining counties, local public housing authorities administer the program.

#### **(4) Georgia's Three-Year Non-Homeless Special Needs Housing Priorities, Objectives, and Investment Plan**

In light of the housing needs of its non-homeless special needs population, Georgia has established the following three-year priority, objective, and investment plan in an effort to provide housing and supportive services to the state's special need populations. DCA distributes funds for the CDBG, HOME, ESG, and HOPWA programs according to the state's annual Action Plan contained within this Consolidated Plan.

(NOTE: The following priority and objective description includes only the state priority which directly benefits special need households and for which quantitative objectives have been determined. The state's other priorities that may indirectly relate to assisting the special needs of Georgia's homeless population are described in other sections of the Strategic Plan. In addition, the figures provided to quantify the state's objectives include projections only for the programs funded by HUD for which the state administers directly. Therefore, only estimates for programs shown below with either Consolidated Funds or Other HUD Funds are incorporated into the State's quantified objective. The

State anticipates providing additional assistance through other funding sources to low and moderate income households or organizations serving this population).

**5. PRIORITY: To increase the access of Georgia's Special Needs populations to a continuum of housing and supportive services which address their housing, economic, health, and social needs.**

Objective #9 (DH-2.2.4.0): Make funding awards to organizations or households that assist 16,754 special need households with the housing and/or supportive services necessary to achieve decent, safe, and sanitary living conditions.

Activity #9(A): Implement Georgia's Housing Opportunities for Persons with AIDS (HOPWA) program, which provides assistance to providers of housing and supportive services for people living with AIDS.

Consolidated Funds: HOPWA.

Activity #9(B): Implement Georgia's Annual CDBG Competition that assists local units of government to implement housing programs to benefit special need households of low and moderate income.

Consolidated Funds: CDBG.

Activity #9(C): Implement Georgia's Housing Choice Voucher program which provides rent subsidies on behalf of low income families and individuals to participating landlords who agree to maintain their rental properties to the required Housing Quality Standards.

Other HUD Funds: Housing Choice Voucher Program.

Activity #9(D): Implement Georgia's CHOICE option of the Georgia Dream Second Mortgage program that provides deferred payment second mortgage loans for down payment and principal reduction to qualified borrowers in households which include an individual with a disability.

Consolidated Funds: HOME; HOME Program Income.

Other Funds: State Match funds to the HOME program.

Activity #9(E): Implement Georgia's Housing Tax Credit program which provides federal and state tax credits to owners of qualified rental properties who reserve all or a portion of their units for occupancy by low income tenants.

Other Funds: Low Income Housing Tax Credit; Georgia Housing Tax Credit

Objective #10 (DH-2.2.5.0): Provide housing assistance and information to 100 special need households in order to enable them to transfer from institutional to community living situations.

Activity #10(A): Establish and maintain partnerships with organizations that assist special need communities.

Consolidated Funds: HOME Administrative funds.

Activity #10(B): Implement Georgia's Permanent Supportive Housing program to provide the capital resources and rental assistance necessary for sustainable supportive housing to assist Georgia's efforts to implement de-institutionalization strategies and further promote Georgia's goal of reducing and eliminating homelessness through the production of affordable permanent rental housing with accompanying supportive services for Homeless Tenants

Consolidated Funds: HOME; HOME Program Income.

Other Funds: State Housing Trust Fund for the Homeless.

Activity #10(C): Make Housing Choice Vouchers available to the Georgia Department of Behavioral Health and Developmental Disabilities for this population.

Other HUD Funds: Housing Choice Vouchers.

Activity #10(D): Market affordable rental housing opportunities through the GeorgiaHousingSearch.org web site.

Other HUD Funds: Housing Choice Voucher Administrative Fees.

Other Funds: GHFA General Fund; Other identified public and private resources.

**6. PRIORITY: To increase the access of Georgia's Elderly population to a continuum of housing and supportive services which address their housing, economic and social needs.**

*Objective #11(SL-3.1.1.0): Make funding awards to local governments or organizations that assist 7,504 elderly persons with the housing and/or supportive services necessary to achieve or maintain decent, safe, and sanitary living conditions.*

Activity #11(A): Implement the Georgia Dream Second Mortgage program to offer deferred payment second mortgages to cover down payment, closing costs and prepaid expenses for low income home buyers.

Consolidated Funds: HOME; HOME Program Income.

Other Funds: State Match funds to the HOME Program.

Activity #11(B): Implement Georgia's Community HOME Investment Program (CHIP), which assists communities to implement homeowner rehabilitation and down payment assistance programs.

Consolidated Funds: HOME; HOME Program Income.

Activity #11(C): Implement Georgia's Annual CDBG Competition which assists local units of government to implement housing rehabilitation and/or down payment assistance programs to benefit homeowners and potential homeowners of low and moderate income.

Consolidated Funds: CDBG.

Activity #11(D): Implement the Georgia Dream First Mortgage Program which offers fixed rate mortgage loans to qualified low to moderate income home buyers.

Other Funds: Proceeds from mortgage revenue bond issues.

Activity #11(E): Provide Consumer Education Seminars to First-Time Home Buyers that will promote a general awareness of the advantages and responsibilities of homeownership; Pre-Purchase Housing Counseling; and Post-Purchase Follow-up Sessions at 3, 6 and 12 months after closing a mortgage loan.

Other HUD Funds: HUD Housing Counseling Program Funds.

Other Funds: GHFA General Funds.

Activity #11(F): Implement Georgia's HOME Rental Housing Loan program to provide loans to for-profit and nonprofit housing developers, including CHDOs, to construct new or rehabilitate existing rental housing.

Consolidated Funds: HOME; HOME Program Income.

Activity #11(G): Implement Georgia's Housing Tax Credit program which provides federal and state tax credits to owners of qualified rental properties who reserve all or a portion of their units for occupancy by low income tenants.

Other Funds: Low Income Housing Tax Credit; Georgia Housing Tax Credit.

## **F. NON-HOUSING COMMUNITY DEVELOPMENT STRATEGIES**

### **(1) Introduction and Needs Assessment**

The state recognizes the importance of using CDBG resources to assist in meeting the state's non-housing community and economic development needs. This is reflected in the

establishment of the following objective: *To provide assistance to local governments to meet their non-housing community and economic development needs.*

This section contains a description of the state's non-housing community development needs and the objectives of the CDBG program. Non-housing community development needs were determined through a number of different methods including an analysis of CDBG applications submitted to the state over past years, comments received at public hearings for this Plan and consultation processes held in conjunction with the annual Action Plan.

The state is strongly committed to the concept that locally identified needs must drive state plans. The state does not plan for local units of government, but will incorporate their locally identified needs and plans into state plans. This "bottom-up" planning process is firmly woven into the state planning legislation and the method of distribution of CDBG funds.

The following list of non-housing community development needs therefore should not be interpreted to be a priority list for funding nor is it meant to be exhaustive. The selection of activities to propose for funding are based on determinations made by local governments in consultation with their citizens, following a local citizen participation plan.

As detailed in the Action Plan, the state has set aside funds for several categories or types of projects in an effort to be more responsive to local needs that often are not conducive to an annual competition. Specifically, funds are set aside for: (1) two economic development programs (the Employment Incentive Program (EIP) and the Redevelopment Fund) which accept applications at any time and (2) the Immediate Threat and Danger Program which responds to urgent need situations. In addition, local governments can make application at any time for a Section 108 CDBG Loan Guarantee. These set aside programs are further detailed in the Action Plan section.

Priorities are set by local governments through their citizen participation process and consideration of local needs and are reflected in the actual applications for CDBG assistance submitted to the state. DCA fully expects to receive and may fund eligible housing and community development projects not included on this list if such projects are competitive in the rating and ranking system described in the Action Plan.

## **G. NON-HOUSING COMMUNITY DEVELOPMENT NEEDS**

HUD regulations for this Plan ask that these needs be quantified as much as possible. Due to a lack of detailed information, this needs list is impossible to "quantify" in terms of dollars, needed feet of sewers, etc, but the dollar value of all these needs may reasonable be assumed to be in the billions of dollars. Given the state's growing population, changing demographics, aging infrastructure and an evolving economy, these needs and their relative priority can be expected to change over time.

The Consolidated Plan regulation also states that the non-housing community development priority needs must be described by CDBG eligibility category. Because HUD's regulations for the state CDBG program do not list eligible activities, the state

must refer to the authorization law of the program: the Housing and Community Development Act of 1974, as amended. Section 105(a) of this Act lists 25 separate eligible activities. All of the activities on the following list are eligible under Section 105(a) and are reflective of locally stated needs:

Flood and Drainage Facilities

Economic Development Assistance For-Profit Entities

Public Infrastructure to Promote Economic Development

Private Environmental Infrastructure to Serve Businesses

Homeowner and Tenant Relocation Assistance

Demolition of Dilapidated Structures

Street Improvements

Pedestrian Walkways

Sewer Facilities (New and Replacement Lines, Tap-on Assistance)

Water Facilities (New and Replacement Lines, Tap-on Assistance)

Senior Citizen Facilities

Head Start Centers

Other Childhood Education and Day Care Facilities

Community Service (Multi-purpose) Centers

Public Health (Physical and Mental) Facilities

Workforce Development and Adult Learning Centers

Park and Recreation Facilities

Family Violence Shelters

Education & Work Facilities for Persons with Developmental Disabilities

Removal of Architectural Barriers

Local CDBG Administration

Technical Assistance and Training for Local Administrators

Neighborhood Redevelopment

Spot slum and blight removal

Environmental and brown-field clean-up and redevelopment

Land Acquisition for Public Facilities or Redevelopment

***Primary Long Term Objective***

The state has adopted as a specific primary objective for its CDBG program the same objective as the CDBG authorization act, the Housing and Community Development Act of 1974, as amended. This primary objective is to develop viable communities by providing decent housing and a suitable living environment and expanding economic opportunities, principally for low income and moderate income persons. The primary mechanism for meeting this long-term objective will be the state's Annual CDBG funding program.

***Short-Term Objective***

The short-term objective is to make those CDBG funds allocated to the state by Congress on an annual basis available to local units of government to address their locally determined needs. Consistent with the long-term objective, not less than 70% of the CDBG funds received each fiscal year will be used to support activities that benefit persons of low and moderate income. To be funded, local government applicants must give maximum feasible priority to activities which benefit low and moderate income families, or aid in the prevention or elimination of slums or blight, or which meet urgent community needs. Funds will be awarded in accordance with the Annual Action Plan to those projects that demonstrate the greatest need, feasibility and impact.

Depending of the amount of funds actually appropriated by Congress, DCA expects to annually award (including the annual competition, Employment Incentive Program, Redevelopment Fund and the Immediate Threat and Danger Program) approximately 100 grant awards. Of course, the actual number will be determined by the actual allocation to the state and the type of projects and amount of funds actually applied for by local governments.

While predicting the project types to be funded is difficult due to the emphasis given to meeting locally determined needs, an analysis of the most recent 2009 Annual CDBG Competition may shed some light on what may be funded in the future as well as current priorities.

**Table 28: Type of Grants Funded for Program Year 2009 CDBG Competition**

<b>Grant Type</b>	<b>Number of Awards</b>	<b>Amount Awarded</b>
Public Facility	53	\$24,630,102
Employment Incentive	0	\$0
Multi-Activity	7	\$5,293,337
Housing	5	\$2,151,965
Immediate Threat	6	\$229,865
Redevelopment Fund	1	\$500,000
<b>Total Awards</b>	<b>67</b>	<b>\$32,795,269</b>

**Note: Information is for the 2009 Program Year which is from 7/1/2009 to 6/30/2010. DCA expect to award approximately 16 EIP grants for the full allocation of \$8,000,000 during the Program Year.**

**Table 29: Type of Public Facility Projects Funded for 2009 Competition**

<b>Project Type</b>	<b>Number Funded</b>	<b>Percent of Total</b>
Streets and Drainage	12	23%
Water	13	25%
Sewer	16	30%
Multi-Infrastructure	1	2%
Senior Center	1	2%
Head Start Center	1	2%
Health Center	2	4%
Water and Sewer	3	6%
Drainage	2	4%
Youth Center	2	4%
<b>Total</b>	<b>53</b>	<b>100%</b>

In reviewing this information, it is interesting to note that the types of public facility projects that communities apply for has changed over time. During the early and mid-1990's funding cycles, proposals for senior citizen and health centers predominated the competition for community building projects. As CDBG funds were used to meet this need, other building facility needs began to be addressed by local communities. This includes more emphasis on youth centers and for victims of family violence. More recently the basic infrastructure needs of water, sewer, street and drainage have begun to dominate the funding requests.

This change over time of project funding illustrates how the established CDBG rating and ranking system is able to respond to locally identified needs.

## **(2) Obstacles to Meeting Underserved Needs**

The state has identified the following obstacles to meeting underserved needs: First and foremost is a lack of sufficient funds to address all the non-housing needs existing in this state. This problem is illustrated by the large number of fundable CDBG projects with high needs that cannot be funded due to a lack of available CDBG funds. Each year DCA receives nearly 200 applications (for all funding categories) but has enough funds available to make only about 100 grant awards. While this problem is dramatic, through creative financing arrangements (such as leverage of other federal grant and loan programs and the injection of state or local "in-kind" assistance or funds), the state hopes to make an impact on under served needs. The rating and ranking system for the "Annual CDBG Competition" as described in the Annual Action Plan, rewards additional points to those applicants which "leverage" additional resources. Through this method, additional persons are served.

A second obstacle is a lack of capacity at the local or regional level to develop competitive CDBG applications or to administer projects once funding decisions are



made. This need seems especially acute for economic development projects and projects involving the abatement of lead paint hazards.

## **H. STRATEGIES TO ELIMINATE BARRIERS TO AFFORDABLE HOUSING**

The State recognizes the importance of eliminating barriers to affordable housing. Through its consolidated planning process, the state has established the following priority statement: *To improve the responsiveness of state and local policies to affordable housing issues*. Over the past twenty years, a wide variety of policy and program initiatives have been instituted to move toward this goal. Governments at both the state and local levels have made important strides in the areas of planning and standardization of construction codes and impact fees. The state has also required each local government to consider affordable housing needs within its mandated comprehensive plan.

Several local governments are also working to eliminate disincentives associated with tax delinquent properties and gaining clear property title in an effort to encourage affordable housing development and investment in blighted neighborhoods. Other local governments have instituted progressive changes in the levy of property taxes.

Over the next three years, the State will continue to examine methods to eliminate barriers to obtaining affordable housing, including but not limited to:

Reviewing and revising the structure and administration of housing programs and their related regulations to facilitate access to available funds.

- Examining, revising, and implementing state laws which impact housing affordability.
- Continuing implementation of the Georgia Planning Act of 1989 which, through the state's Minimum Planning Standards, requires each jurisdiction to examine issues related to the provision of adequate and affordable housing.
- Implementing actions recommended in the Analysis of Impediments to Fair Housing Choice.
- Providing training and technical assistance programs to local governments that will include a focus on how local government policies impact affordable housing and how communities can implement local housing initiatives.

## **I. STRATEGIES TO ELIMINATE LEAD-BASED PAINT HAZARDS**

Lead paint poisoning is one of the top environmental threats in the United States. Lead is a heavy metal used in many materials and products; it does not break down in the environment. Unless lead is contained or removed, it will remain to poison generations of people. Lead has virtually been eliminated from drinking water, pesticides, gasoline, food cans, and post-1978 residential paint in the last three decades. This has contributed to reductions in blood lead levels among children and adults in the nation's population. Nevertheless, important environmental sources and pathways of lead remain. This section

is an outline of the actions proposed or being taken to evaluate and reduce lead-based paint hazards, and a description of how lead-based paint hazard reduction will be integrated into housing policies and programs. Note that the nature and extent of the state's lead-based paint hazard situation is estimated in Part F of Section III – Housing and Homeless Needs Assessment.

Three state agencies are currently involved in a strategy to address the lead hazards identified in the needs assessment: (1) the Georgia Department of Natural Resources (DNR) which has a shared responsibility for implementation of the state's "Lead Poisoning Prevention Act of 1994," (2) the Georgia Department of Community Health (DCH) through the Childhood Lead Poisoning Prevention Program (CLPPP), and (3) DCA which manages many housing programs as outlined in this Consolidated Plan.

DNR is designated as the state agency responsible for implementing, administering and enforcing the established Georgia Lead Paint Hazard Reduction Program. DNR has issued state regulations to implement the "Georgia Lead Poisoning Prevention Act of 1994." This law requires the certification of lead abatement contractors and establishes minimum post-abatement lead dust clearance levels. DNR will continue to administer a lead-based paint abatement certification for lead abatement inspectors, risk assessors, project designers, supervisors, workers, and contractors. In July 2008, House Bill 1043 was passed and signed into law by Governor Sonny Perdue. This law provided new definitions related to confirmed lead poisoning, repealed conflicting laws and updated certain provisions relating to abatement of lead poisoning hazards, giving the Department of Community Health and the Division of Public Health enforcement authority over rental housing to enforce lead hazard reduction in conjunction with lead elevated children. The Lead Program was also given authority to implement a voluntary lead hazard compliance program for landlords of pre 1978 rental properties.

The GCLPPP aims to eliminate childhood lead poisoning in Georgia. DCH will continue to:

- Update and implement the statewide district focused lead poisoning screening plan.
- Implement the 2008 revised Case Management and Follow Up Guidelines which are now consistent with the January 2009 Early, Periodic, Screening, Diagnosis, and Treatment (EPSDT) manual as to lead testing and follow up procedures with respect to Medicaid Children.
- Exchange data with housing agencies to ensure that no lead elevated children reside in federally assisted housing.
- Implement a statewide lead poisoning surveillance system that incorporates electronic reporting of all blood lead levels and ensures the timely dissemination of information.
- Establish policies and procedures that ensure the appropriate screening and follow-up of children at risk for lead poisoning.
- Create health education, communication, and technical assistance programs for the general public, professionals, and staff that highlight the importance of lead poisoning prevention.

- Work toward the establishment of a healthy homes approach incorporating lead as well as other housing based health concerns.
- Evaluate the program completely in terms of process and impact.
- Work to adjust policy to address the lead hazard abatement problem in the state.
- Implement the new lead law (HB 1043): Childhood Lead Exposure Control Act, which was signed by the Governor in July 2008.

In May 2003, Georgia's Attorney General Thurbert E. Baker announced the state's participation in a nationwide agreement to protect children from lead paint poisoning. The agreement, reached between the Attorneys General from 49 states and jurisdictions and the National Paint and Coating Association (NPCA), requires paint manufacturers to affix two warning labels on paint cans. One warning must be printed on the side of the paint can, as part of the manufacturer's surface preparation instructions, and a second abbreviated warning must be affixed either on the top of the can or on a separate sticker where the warning is less likely to be obscured after the paint is used. The NPCA will also fund and provide consumer education and training courses on lead-safe renovation and repainting to homeowners, contractors, landlords and housing workers. Also under the terms of the agreement, NPCA will develop discount programs for safety equipment.

DCA will continue to require recipients of federal HOME and CDBG funds that engage in homeowner, housing rehabilitation and rental-assisted activities to follow HUD regulations that require the control of lead based paint hazards and lead safe work practices. DCA will also ensure that all federally assisted housing receives a risk assessment to identify lead hazards and all units pass clearance at the end of the work. DCA's lead abatement and hazard control strategy will focus on identifying and reducing or abating the following hazards:

- Lead contaminated dust.
- Lead contaminated soil.
- Deteriorated lead-based paint, which is chipping or flaking.
- Lead-based paint accessible to children that can be chewed.
- Lead-based paint present in friction surfaces.
- Lead-based paint present in impact surfaces.
- Lead-based paint on any surface disturbed because of rehabilitation activity.

DCA staff will continue to serve on the Healthy Homes Advisory Committee of the Georgia Childhood Lead Poisoning Prevention Program. Through this committee, in addition to contacts with other involved state and federal agencies, DCA will serve as a point of coordination for the integration of lead hazard reduction into housing policies and programs. For 2009, over 120,000 children were tested for lead, an increase of 70% over 2008. The current rate of childhood lead poisoning in Georgia is 1% of all children under age six who were screened in 2009. The goal of the Advisory Committee is to reduce that level even further through primary prevention activities. DCA has been instrumental in assisting in the development of an Elimination Plan. The objectives of the plan encompass three subjects yet are not exclusive to DCA's policies only. The first is establishing partnerships with community development and housing agencies. The

second is finding financial resources for controlling lead hazards. The third is playing a proactive role with local housing and community development agencies by providing screening and housing data to assist them in preparing their Consolidated Plans.

With the support of DCA, DCH applied for a HUD Lead Hazard Control Grant in 2009, focusing on the high risk areas of Columbus and Savannah as well as the state at large. Unfortunately, the application wasn't funded so the resources in Georgia for controlling lead hazards in child occupied target housing are still limited. The Georgia Childhood Lead Poisoning Prevention Program is continuing to explore new funding opportunities in conjunction with local and state housing partners.

An additional new resource designed to help eliminate lead poisoning in Georgia as well as throughout the United States is the new Renovation, Repair, and Painting Rule (RRP Rule) developed by the U. S. Environmental Protection Agency. This rule was finalized in April 2008 and became effective in April 2010. It applies to all contractors carrying out renovations, repairs, or painting on projects that disturb lead-based paint in homes, child care facilities and schools built before 1978. In these situations, all work must be completed by certified contractors and carried out using lead-safe work practices. These practices generally incorporate simple, low cost, common sense steps into the construction process that will help protect children and their families from potential lead poisoning. It is hoped that the implementation of this rule will help address many of the situations where lead poisoning is easily preventable through education and awareness on the part of contractors carrying out this work.

## **J. GEORGIA'S ANTI-POVERTY STRATEGY**

### **(1) Overview of Poverty in Georgia**

There were 40 million people in poverty in 2008 nationwide. Census statistics indicate that 15% of Georgia's population lived below the poverty line. This figure is higher than both the national and southern region averages reflecting 13% and 14.6 respectively. In 1999, 13% of Georgia's population lived below the poverty level, higher than the national average of 12.4%. Only sixteen states possessed poverty rates higher than the 1999 Georgia's figure. Some of this change can be attributed to the state's rapid population growth and the growth of the state's economy, leading to substantial job loss or lower paying wages.

The Southeast Region of persistent poverty includes seven states: Alabama, Florida, Georgia, Mississippi, North Carolina, South Carolina, and Virginia. On a county level, poverty statistics reveal 36 counties have reached critical levels. Almost one-third of the households live below the poverty level. The five counties with the highest percentage of persons living below the poverty level were Clay (31.28%), Hancock (29.43%), Crisp (29.31%), Burke (28.66%), and Echols (28.66%). Two of these counties are located in Georgia's Southwest corner. Nearly one-quarter of the total number of people living in persistent poverty counties in the Southeast Region reside in Georgia. Almost all counties in Central and South Georgia have poverty rates greater than the state average. Also, out of Georgia's 20 major cities (25,000 or more residents), nine of them have critical poverty rates, including Albany (27.1%), Athens-Clarke (28.6%), Atlanta (24.4%), East Point

(20.7%), Gainesville (21.8%), La Grange (21.4%), Macon (25.5%), Savannah (21.8%), and Valdosta (24.7%).

People from communities of color are more likely to have incomes below the poverty line than people from the white community. Thirty-two percent (32%) of black households, 12% of other selected minorities, and 32% of Hispanic households lived in poverty in 2008. In addition, there are over 1.8 million non-workers based on household employment records according to State Health Fact with 1.4 million people participating in the food stamp program. In addition, more females with lived in poverty than males, 18% compared to 16%. Other household types severely affected by poverty in included 26% of Georgia's children (18 years old and younger) with adults (19-64 years old) reflecting 18%.

## **(2) Goals, Programs, and Policies to Reduce Poverty**

The State has established several goals relating to the reduction of poverty among its residents, including:

- To provide a range of services and activities having a measurable and potentially major impact on the conditions of poverty in all areas of the state, focusing on areas of the state where poverty is a particularly acute problem;
- To provide activities designed to assist low-income participants, including the elderly poor, secure and retain meaningful employment; attain an adequate education; make better use of available income; obtain and maintain adequate housing; obtain emergency assistance to meet immediate and urgent individual and family needs, including health services, nutritious food, housing and employment; remove obstacles blocking the achievement of self-sufficiency; and achieve greater participation in the affairs of the community;
- To provide for the emergency provision of supplies and services, nutritious foodstuffs, and related services necessary to counteract conditions of starvation and malnutrition among the poor;
- To coordinate and establish linkages between government and other social service programs to assure the effective delivery of such services to low income individuals; and
- To encourage the private sector of the community to become involved in efforts to ameliorate poverty.

The state has adopted numerous policies and administers many programs designed to assist in the elimination of poverty conditions. DCA, the Georgia Department of Labor, the Georgia Department of Adult and Technical Education, and DHS will continue to work closely and coordinate their efforts to address issues related to poverty, such as lead-based paint abatement, homelessness, job training, and the on-going reform of the welfare system.

The Communities of Opportunity (Co-Op) Initiative is a collaborative, locally-driven community development strategy focused on enhancing the economic vitality of rural Georgia communities. Co-Op is administered by the Georgia Department of Community of Affairs (DCA), in partnership with a number of public and private partners. DCA, the Georgia Rural Development Council and UGA-Fanning Institute have worked closely on this initiative. Participation in Co-Op is optional. Communities that decide to participate will receive an assessment and follow-up discussions will take place to determine focus areas. Based on a positive response by local community leaders, the Co-Op team will offer assistance to develop a community improvement strategy. Incentives for local involvement will also be offered.

Additionally, the OneGeorgia Authority makes grants and loans to local government entities typically rural communities for economic development. The OneGeorgia Authority was created by the Governor and the Legislature to utilize one third of the state's tobacco settlement to assist the state's most economically challenged areas. Over the 25-year term of the settlement, \$1.6 billion is anticipated to be available. The governing board consists of the Governor, Lieutenant Governor, Office of Planning and Budget, DCA, Georgia Department of Economic Development, and Department of Revenue. There are seven basic fund areas: Equity, Economic Development Growth and Expansion (EDGE), E-911, Broadband Rural Initiative to Develop Georgia's Economy (BRIDGE), Entrepreneur and Small Business Development Loan Guarantee (ESB), AirGeorgia Fund (Airport Initiative in Rural Georgia) and Strategic Industries Loan Fund.

The Equity Fund provides financial assistance to rural communities to help build the necessary infrastructure for economic development and the creation of jobs. Approximately \$15,000,000 will be available for capacity building and existing industry through this program. Equity funds are also available as loans for several different types of projects, such as constructing speculative buildings in order to attract additional industries to these regions. The E-911 Fund is devoted to assist counties throughout Georgia in setting up E-911 emergency telephone services in counties that are not currently operating a system. The BRIDGE Fund provides grants for publicly owned infrastructure based on the number of rural counties receiving new or enhanced high-speed broadband services. The ESB Fund provides new financial resources and opportunities for business development in Georgia's at-risk areas by partnering with accredited Georgia financial institutions. AirGeorgia provides grants to integrate airport infrastructure improvements into OneGeorgia's overall plan for rural economic development. AirGeorgia targets the 49 Level I and Level II airports in rural Georgia to accelerate a number of projects including runway extensions, installation of navigational aids, weather reporting stations and other projects deemed necessary to increase accessibility of Georgia's rural airports and communities. The purpose of the Strategic Industries Loan Fund (the "Loan Fund") provides loan assistance for the purchase of fixed assets to eligible applicants that are being considered as a relocation or expansion site for an emerging or development-stage company in a strategic industry targeted by Georgia. The Loan Fund is gap financing that is utilized when the private sector funds (including venture capital, angel or institutional investors, traditional commercial financing, and developer financing) are unavailable and when the health, welfare and

economic security of the citizens of the state are promoted through the recruitment, development and retention of emerging and development-stage companies in strategic industries that are creating higher quality jobs.

OneGeorgia investments will be targeted primarily to counties of 50,000 in population or less. With this extensive financial capability in hand, the OneGeorgia Authority hopes to reduce the poverty levels in these targeted areas while facilitating economic growth.

In addition to the housing, community development, and social service programs previously described, the state will continue to administer other programs specifically targeted to reducing conditions of poverty. For example, the federal Community Services Block Grant (CSBG) program administered by DHS is an important component to this effort. This program assists low-income families and individuals with a wide range of services through programs provided in the local communities. Services may be related to self-sufficiency, employment, economic development, education, income management, housing assistance, nutrition, health, emergency assistance, energy assistance, youth and family development, resident participation in community improvement activities, and linkages between individuals and social service programs.

One major initiative by the State government to help solve the growing poverty problem in rural Georgia was the formation of the Georgia Rural Development Council (GRDC). The GRDC does community assessments in the poorest rural areas of the state, and then makes recommendations to the Governor's office on ways to help improve the areas. Other organizations working to improve the poverty situation in Georgia are the Center for Rural Entrepreneurship, the Georgia Rural Health Association, and the USDA. Organizations helping people living in poverty in urban Georgia are Habitat for Humanity, Food Bank of Southwest Georgia, Albany-Dougherty Community Partnership for Education Inc, and national politicians who fought to raise the minimum wage.

The state anticipates that the efforts of each of its housing, economic, and community development and social service programs will assist in reducing the percentage of households with incomes below the poverty line and address the regional disparities in poverty and economic growth.

## **K. INSTITUTIONAL STRUCTURE OF GEORGIA'S HOUSING DELIVERY SYSTEM**

### **(1) Overview**

The housing industry functions as a result of actions by private sector individuals and companies, interested nonprofit organizations, and all three levels of government – federal, state, and local. The actions of each entity influence the other's subsequent actions and the overall ability of the market to meet the housing needs of Georgia's consumers.

This section outlines the responsibilities and programs of the various institutions and organizations responsible for implementing Georgia's housing and community development plan. These organizations are divided into three groups: public institutions,

nonprofit organizations, and private industry. While the role of HUD is significant in Georgia's housing delivery system, its role is generally described below as part of initiatives conducted at the state and local government levels since these jurisdictions principally implement HUD funds.

Most private firms, state agencies, and large units of government have the financial, personnel, and administrative capability to undertake housing assistance programs. However, many nonprofit organizations and small units of local governments lack these necessary resources. As common providers of affordable housing opportunities, particularly for the homeless and other special need populations, nonprofit organizations require assistance to build their capacity.

## **(2) Public Institutions – Federal Level**

### ***U.S. Department of Housing and Urban Development (HUD)***

HUD serves as the principal federal agency for housing and community development programs, strives to increase access to affordable housing free from discrimination, improve communities, and affirming the nation's issues stemming from these programs to support society's most vulnerable populations. HUD administers, among others, the four funding programs covered by this Consolidated Plan – HOME, CDBG, ESG, and HOPWA. In addition, HUD offers other programs described elsewhere in this document that are available to the state nonprofits and private developers to address housing and community development needs.

### ***Department of Veterans Affairs (VA)***

Since the end of World War II, the VA has been authorized to guarantee loans to eligible military veterans. These loans can have loan to value ratios as high as 100%. Insurance costs are financed in the mortgage, making VA loans one of the most affordable means to homeownership. In most cases, no downpayment is required and the loan maximum may be up to 100% of the VA-established reasonable value of the property. Due to secondary market requirements, however, loans generally may not exceed \$417,000 (\$625,500 for loans in Hawaii, Alaska, Guam and U.S. Virgin Islands). This figure is subject to change each year.

### ***United States Department of Agriculture, Rural Development***

Formerly known as the Farmers Home Administration (FmHA), the Rural Development office of the United States Department of Agriculture (USDA) provides housing assistance such as homeownership, rent payments of multi-unit housing buildings, housing repair and home renovation to rural Americans and to low- and moderate-income households living in the nation's rural areas, including cities of up to 20,000 residents. USDA offers programs directly or indirectly to rural low-income households, as noted below.

- **Rural Housing Direct Loans (Section 502):** Offers loans to individuals or families for the purchase of an existing home or new home construction. Applicants must have incomes below 80 of the area median.



- Rural Housing Guaranteed Loan (Section 502): Provides a guarantee for loans made by private lenders. Applicants may have incomes of up to 115% of the median income for the area. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewer facilities.
- Rural Housing Repair and Rehabilitation Loans and Grants (Section 504): Are available for repairs to improve or modernize a home or to remove health and safety hazards. Applicants must have very low incomes (below 50% of the area median income). Homeowners 62 years and older are eligible for home improvement grants if they are unable to repay a loan. Other low income households may receive loans at a 1% interest rate over a maximum term of 20 years.
- Self-Help Technical Assistance Grant: Provides financial assistance to qualified nonprofit organizations that will provide technical assistance to low- and very low-income households to build their own homes in a rural area.
- Mutual Self-Help Housing Loan (Section 523): Makes homes affordable by enabling future homeowners to construct homes themselves with sweat equity. Grants are provided to local governments and nonprofit organizations who supervise 10-12 enrollees who all work on each other's homes. Applicants must have very low or low incomes below 80 of the area median.
- Rural Housing Site Loans (Sections 523 and 524): Provides financing for the purchase and development of affordable housing sites in rural areas for low and moderate income households. Section 523 loans are made to acquire and develop sites only for housing to be constructed by the self-help method. Section 524 loans are made to acquire and develop sites for any low- or moderate-income household. Eligible organizations include private or public nonprofit organizations, public bodies, or federally recognized Indian groups.
- Housing Application Packaging Grants: Provides funds to tax-exempt public agencies and private nonprofit organizations to package applications for submission for USDA's Housing and Community Facilities Programs. Packagers assist very low- and low-income applicants with the application process by prescreening, making preliminary eligibility determinations, ensuring the application is complete, and helping the applicant understand the program.
- Farm Labor Housing Program (Section 514): Provides low interest loans and grants to public and nonprofit entities or farmers for the construction of farm labor housing. Funds may be used to buy, build, improve, or repair housing for farm laborers. Eligible activities also include purchasing a site or a leasehold interest in a site; constructing housing, day care centers, or community rooms; paying fees to purchase durable household furnishings; and paying construction loan interest. Funds may also be used in urban areas for nearby farm labor.

- Rental Assistance Program (Section 521): Provides rent subsidies to low-income, elderly, and disabled residents of multifamily housing complexes build under the Rural Rental Housing Program (Section 515) or the Farm Labor Housing Program (Section 514).
- Rural Rental Housing Loans (Section 515): Provides direct loans to developers of affordable rural multifamily housing. Funds may also be used to buy and improve land and to provide necessary facilities such as water and waste disposal systems.
- Housing Preservation Grant Program (Section 533): Provides grants to nonprofit organizations, local governments, and Native American tribes for the repair or rehabilitation of low- and very low-income housing (rental and owner-occupied).
- Rural Rental Housing Guaranteed Loan Program (Section 538): Guarantees loans for the construction, acquisition or rehabilitation of rural multifamily housing. Occupants must be very low to moderate income households, elderly, or disabled persons with income not in excess of 115% of the area median income.
- Community Facilities Direct Loan Program: Provides loans to public bodies, nonprofit corporations, and Indian tribes for the development of essential community facilities for public use in rural areas and towns with a population of 20,000 or less.
- Community Facilities Guaranteed Loan Program: Guarantees loans to develop essential community facilities in rural areas and towns of up to 20,000 in population. Loans and guarantees are available to public entities such as municipalities, counties, and special-purpose districts, as well as to nonprofits and tribal governments.
- Community Facilities Grant Program: Provides grants to assist in the development of essential community facilities in rural areas and towns of up to 20,000 in population. Funds can be used to construct, enlarge, or improve community facilities for health care, public safety, and community and public services. Eligible applicants include public entities such as municipalities, counties, and special-purpose districts, as well as nonprofit corporations and tribal governments.

### ***Federal National Mortgage Association (Fannie Mae)***

Created in 1968, the Federal National Mortgage Association (Fannie Mae) is a government-sponsored enterprise (GSE) chartered by Congress with a mission to provide liquidity, stability and affordability to the U.S. housing and mortgage markets. Fannie Mae operates in the U.S. secondary mortgage market. Fannie Mae acquires mortgages from mortgage bankers, savings and loan associations, commercial banks, credit unions, brokers, and state and local housing finance agencies and other primary mortgage market partners. Fannie Mae fund mortgage investments primarily by issuing debt securities in the domestic and international capital markets. This assists in the increase of the flow of funds available to potential homebuyers. Fannie Mae also offers a variety of mortgage products and financial services that make it possible for low- to middle-income families

to buy their own homes. Fannie Mae has three businesses – Single Family, Housing and Community Development and Capital Markets - that provide services and products to lenders and a broad range of housing partners.

### ***Federal Home Loan Mortgage Corporation (Freddie Mac)***

The Federal Home Loan Mortgage Corporation (Freddie Mac) is a federally chartered corporation that purchases mortgages from lenders on a cash basis or swaps the mortgages for mortgage-backed securities. Lenders keep the origination fee and earn servicing income on the loans. Through its affordable housing programs, Freddie Mac participates in a broad range of community lending initiatives for low- and moderate-income home buyers. Freddie Mac's mission is to provide liquidity, stability and affordability to the housing market.

### ***Government National Mortgage Association (Ginnie Mae)***

The Government National Mortgage Association (Ginnie Mae) is an agency of the federal government within HUD. Created in 1968, Ginnie Mae's primary role is to guarantee the timely payment of principal and interest on mortgage-backed securities backed by federally insured or guaranteed loans. Specifically, the Ginnie Mae guaranty allows mortgage lenders to obtain a better price for their mortgage loans in the secondary market. The lenders can then use the proceeds to make new mortgage loans available. Most of the loans are issued by the Federal Housing Administration (FHA) or guaranteed by the Department of Veterans Affairs (VA). Other guarantors or issuers of loans eligible as collateral for Ginnie Mae MBS include the Department of Agriculture's Rural Housing Service (RHS) and the HUD's Office of Public and Indian Housing (OPIH).

### ***Federal Home Loan Bank***

Congress created the Federal Home Loan Banks (FHLB) during the depression of the 1930s. These twelve Federal Home Loan Banks are a system of regional banks providing a central credit facility from which local lending institutions everywhere in America borrow funds to finance housing, economic development, infrastructure and jobs. In 1989, FHLB established the Affordable Housing Program (AHP) in accordance with Section 721 of the Financial Institutions Reform, Recovery, and Enforcement Act (FIRREA). Under this program, subsidies are provided to member institutions engaged in long-term financing for low- and moderate-income owner and rental housing at subsidized interest rates. The AHP allows for funds to be used in combination with other programs and funding sources, such as the Low-Income Housing Tax Credit. These projects serve a wide range of neighborhood needs: many are designed for seniors, the disabled, homeless families, first-time homeowners and others with limited resources. Each Federal Home Loan Bank also operates a Community Investment Program (CIP) that offers below-market-rate loans to members for long-term financing for housing and economic development that benefits low and moderate income families and neighborhoods. The program is designed to be a catalyst for economic development as it supports projects that create and preserve jobs and help build infrastructure to support growth. Lenders have used CIP to fund owner-occupied and rental housing, construct roads, bridges, retail stores, sewage treatment plants and provide small business loans.

### **(3) Public Institutions – State Level**

#### ***Georgia Housing and Finance Authority (GHFA)***

Created in 1974 as the Georgia Residential Finance Authority, GHFA provides financing for the creation of housing for low and moderate income households. Since 1996, the programs of GHFA have been administered by DCA.

#### ***Georgia Department of Community Affairs (DCA)***

DCA is the state's lead agency for housing, community planning, and development. Initially created as the Bureau of State Planning and Community Affairs in 1970, the agency received its current name and status as a separate department in 1977. In 1996, DCA assumed responsibility for administering the programs of the GHFA.

DCA is the principal administrative agent for the state's allocation of federal CDBG, HOME, ESG, HOPWA, Low Income Housing Tax Credits, Housing Choice Vouchers, and Shelter Plus Care funds,. DCA also utilizes the proceeds from GHFA's issuance of mortgage revenue bonds to further affordable housing opportunities in Georgia. In addition, DCA administers all programs funded by the State Housing Trust Fund for the Homeless.

Descriptions of the programs currently administered by DCA may be found in the Annual Action Plan section of this document.

#### ***State Housing Trust Fund for the Homeless (HTF)***

The HTF Commission was established by the General Assembly in 1989. The Commission is administered by DCA and is guided by a nine-member board. The Commission is responsible for making financial assistance available to organizations that assist low-income and homeless persons.

As a result of the Commission's work, hundreds of organizations provide emergency shelter, transitional housing, permanent supportive housing, and supportive services such as case management, meals, and various types of counseling, to persons in need. The HTF has also assisted organizations to acquire and rehabilitate buildings for programs serving low income and homeless persons in need.

Each year, the Commission receives funds from the Georgia General Assembly. DCA utilizes this and other funds, primarily from HUD, to provide housing and services primarily to persons who are homeless or near-homeless. State funds, approximately \$3 million annually, provides matching dollars for ESG and S+C and makes additional money available for the balance of projects operated by the Commission.

#### **(4) Public Institutions – Local Level**

##### ***County and Municipal Governments***

Many of Georgia's county and municipal governments play an active role in providing affordable housing opportunities within their jurisdictions utilizing combinations of federal, state, and local funds for this effort. The capacity of local governments to implement housing assistance projects and initiatives varies widely. Although many larger cities and counties have staffing to implement such activities, many local governments provide housing assistance using the aid of state agencies, regional commissions, and private consultants.

Several cities and urban counties receive federal HOME funds directly from HUD. These participating jurisdictions include the cities of Albany, Atlanta, Macon, and Savannah as well as the counties of Clayton, DeKalb, and Gwinnett. Three consolidated governmental units, Athens-Clarke County, Augusta-Richmond County, and Columbus-Muscogee County also receive HOME funds directly from HUD. Two consortiums also receive direct HOME funds – the consortia of Cobb and Cherokee Counties along with the City of Marietta and the consortia of Fulton County and the City of Roswell. These jurisdictions are also entitlements for the CDBG program (with the exception of Cherokee County), and, therefore, receive CDBG funds directly from HUD. The cities of Brunswick, Dalton, Gainesville, Hinesville, Johns Creek, Rome, Sandy Springs, Valdosta, and Warner Robins are also CDBG entitlements.

The General Assembly adopted the Georgia Planning Act in 1989 as a means to encourage better management of growth in the booming areas of the state while encouraging the less prosperous parts to avail themselves of opportunities for growth. The Georgia Planning Act of 1989 encourages each local government in the state to develop a comprehensive plan to guide its activities over a 20-year planning horizon. DCA's Coordinated Planning Program has responsibility for the overall management of the planning process created by the Act, which established a "bottom-up" comprehensive planning approach initially to be conducted at the local government level, then at the regional and state levels. Goals and objectives are set for activities such as transportation, housing, infrastructure, waste disposal, economic development, human services, education, land use, and recreation.

Each comprehensive plan must include six planning elements, one of which is housing. This element includes requirements for local governments to take a closer look at housing characteristics, conditions, supply, and cost in their jurisdictions. As part of the inventory and assessment of community housing, comparisons must be made to state and national figures. In addition to the inventory and assessment, local governments must also project their future housing needs and plan for housing growth. Projections are made for single family, multifamily, and manufactured housing. Goals, objectives, and policies are developed to address existing needs and the future provision of housing in the community.

##### ***Urban Residential Finance Authority***

In 1979, the Georgia General Assembly authorized the creation of urban residential finance authorities within municipalities with populations of 350,000 or more to address the shortage of affordable, decent, safe, and sanitary housing. Only the City of Atlanta meets the established population threshold.

The Atlanta Development Authority (ADA) was formed in 1997 as a state of Georgia registered local government authority. ADA is the official economic development agency for the City of Atlanta. It is a research-based economic development organization that focuses on residential, business and investment growth in the city. The Atlanta Development Authority (ADA) / Urban Residential Finance Authority (URFA) provide affordable financing to eligible home buyers seeking to purchase a home in the City of Atlanta. The loans are available from the proceeds of single-family mortgage revenue bonds issued by URFA. URFA also issues multifamily housing revenue bonds to provide financing for acquisition/ new construction or acquisition/rehabilitation of multifamily units. In addition, URFA issues 501(c) 3 bonds and loans them to nonprofits for a variety of housing related projects. Proceeds from these bonds provide financing for acquisition and rehabilitation of multifamily and single family projects.

Almost all states have various laws which authorize housing authorities, redevelopment agencies, states, cities, counties, and state and local housing finance agencies to issue bonds. URFA issues those bonds on behalf of DCA. The proceeds of these bonds are used to provide financing for single family and multifamily rental apartment projects. URFA's allocation has to be requested by DCA on a project-by-project basis. It can be used for either multifamily or single family housing. Once an allocation request is submitted to DCA with all the accompanying documents, URFA receives a Notice of Allocation. URFA has 75 days to close the bond issue after the Notice of Allocation is issued, after which the allocation is recaptured by DCA and is no longer available to URFA.

### ***Local Land Bank Authorities***

In 1990, the Georgia General Assembly authorized the creation of land bank authorities with power to acquire tax delinquent property, extinguish the taxes owed on that property, and convey the property to a responsible developer. The legislation enables local governments with overlapping jurisdiction (cities and the counties they lie within) to enter into cooperative agreements for the purpose of returning property that is not generating revenue or producing taxes to effective utilization status in order to provide housing, new industry, and jobs for the citizens of the county.

The land bank authority mechanism allows for the public recycling of blighted property in cities where unpaid taxes, fines, and other public obligations exceed the value of the property. The land bank authority may acquire property in several ways: the property may be purchased by the land bank authority, donated by the property owner, or conveyed by the local government in connection with a tax foreclosure sale. Without this mechanism, properties with these outstanding obligations are unmarketable and unlikely to be improved and, thereby, may contribute further to neighborhood decline. Land bank

authorities have been established in Augusta, Dalton, Fulton County/City of Atlanta, Macon, Griffin, Savannah, and Valdosta-Lowndes County.

## **(5) Nonprofit Organizations**

### ***Public Housing Authorities***

Public Housing Authorities (PHAs) carry out a large portion of Georgia's housing assistance effort. In 1937, the Georgia General Assembly enabled each county and city to establish functioning public housing authorities within their jurisdiction upon a declaration of need. PHAs implement a large portion of Georgia's housing assistance effort. As of December 2009, there were 202 public housing authorities in Georgia. Georgia's housing authorities and agencies manage over 100,000 dwelling units, and serve over a quarter million of Georgia's low income citizens. There are over 50,000 public housing units ranging from apartments to single family homes, and over 52,000 voucher units. PHAs utilize funds from public housing rent receipts, federal subsidies from HUD, and proceeds from bond issues for some development costs. Moreover, several housing authorities have begun to develop affordable single family and multifamily housing opportunities in their communities.

### ***Private Nonprofit Organizations and Community Housing Development Organizations***

Nonprofit organizations and Community Housing Development Organizations (CHDOs) play an important role in the development and rehabilitation of affordable housing throughout Georgia. Many of these organizations focus upon the needs of homeless individuals, as well. Each group differs in their mission, size, funding, and organizational characteristics. Some groups exist in only one locality while others function as part of a regional or nationwide network.

The Georgia State Trade Association of Nonprofit Developers (G-STAND), for instance, is an alliance of nonprofit housing developers and their supporters to present one voice to address public policy, increase resources, and impact practices that affect their ability to provide housing for Georgia's low and moderate income households. DCA regularly seeks input from G-STAND on pertinent housing issues.

Another organization, the Georgia Coalition to End Homelessness, consists of a statewide network of homeless individuals, service providers, and homeless advocates who are committed to fostering strategic initiatives to build a collaborative response to the needs of homeless persons in Georgia. This coalition seeks to identify and advocate for immediate and long term solutions to homelessness, including effective housing production, and policy at the state, local and national levels as well as inform and raise awareness of the public and policy makers about homelessness and Georgia's housing needs. The group also fosters communication, build local coalitions and develop collaborative and inclusive partnerships for affordable and fair housing, tenants' rights advocates, and low income people.

The Metro Atlanta Task Force for the Homeless, a regional initiative, also advocates for and represents people who are homeless in the Metro Atlanta area. The Task Force is a member of the National Coalition for the Homeless, and is the organizer of coalitions involving diverse groups of people who gather monthly to network, share resources, and develop policies geared toward preventing and ending homelessness.

## **(6) Private Industry**

### ***Housing Developers***

Georgia's rapid growth during the 1980s and 1990s produced the emergence of a large, widely diversified housing development industry. The Home Builders Association of Georgia (HBAG) is part of a three-tiered federation of organizations that share a common mission: to serve the housing industry and provide expanding opportunities for all consumers to have safe, decent and affordable housing. The Home Builders Association of Georgia approximates that over 13,000 builders, remodelers, and developers are actively involved in residential development within the state. Most of these developers are located in Georgia's urban areas.

Private housing developers actively participate in affordable housing programs, such as Housing Choice Vouchers and Low Income Housing Tax Credits. DCA actively seeks input from developers to better understand practical problems facing the industry and to help design afford housing programs. The Georgia Affordable Housing Coalition (GAHC) consists of members of the affordable housing development community. GAHC offers educational workshops, a quarterly newsletter, and a forum for addressing housing policy issues. DCA regularly meets with coalition representatives to discuss pertinent housing program issues and participates as presenters at the coalition's fall and spring meetings.

### ***Financial Institutions***

Participation by private financial institutions in providing affordable housing assistance occurs through compliance with the Community Reinvestment Act (CRA), and participation in programs and partnerships with state and local governments.

First, financial institutions must comply with the CRA that requires these organizations to publish available forms of credit within its self-defined community and maintain for public inspection written comments regarding CRA compliance. CRA requirements follow the Home Mortgage Disclosure Act of 1975 which addresses the issues of redlining by requiring mortgage lenders to disclose the geographic locations of their loan distributions.

Second, financial institutions increasingly participate in partnerships with state and local governments to further access to affordable housing. For instance, DCA's Georgia Dream programs currently operate using the expertise and resources of 114 lenders that are responsible for originating, underwriting, closing, funding, and all correspondence associated with the State's bond financed Georgia Dream First Mortgage loans.



## **(7) Strengths and Gaps of the Housing and Community Development Delivery System**

### ***Strengths***

The system to deliver housing and community development is both diverse and strong in Georgia. While the previous section highlights many of these strengths, the following section briefly summarizes some of these strengths.

- The General Assembly has committed to addressing the problem of homelessness in Georgia through the creation of the State Housing Trust Fund for the Homeless.
- Georgia is ahead of the curve in complying with the Congressional mandate to implement a Homeless Management Information System (HMIS) in 2004. DCA's partnership with Pathways Community Network, an Atlanta-based nonprofit software developer, has resulted in a solid HMIS presence in each of Georgia's continuums. The purpose of HMIS is to generate an unduplicated count of each Continuum of Care's homeless population, allowing agencies to better allocate resources and serve communities in the mission to end homelessness.
- The General Assembly passed legislation during its 2000 session creating the Georgia Housing Tax Credit that expands financing available to create affordable housing opportunities, particularly in rural areas. All projects receiving the federal low-income housing tax credit and placed in service after January 1, 2001, are eligible to receive the Georgia Tax Credit.
- The General Assembly passed legislation during its 2000 session to create the OneGeorgia Authority that promotes economic and community development activities in the state's rural communities.
- The consolidation of the state's housing and community development programs under one agency, DCA, has enabled the state to better coordinate the implementation of the various programs and has enhanced the resources available to address these needs.
- Many private institutions have formed partnerships with local governments and various nonprofit organizations to assist in addressing Georgia's housing and community development issues.
- Both a formal and informal network of communication exists between providers to match programs and projects with funding sources and to keep the players in Georgia's affordable housing industry updated on important issues.

### ***Gaps***

While many strengths exist in Georgia's system for delivering housing and community development programs to its low and moderate income residents, gaps in this structure exist which hinders fully addressing this need. These gaps are summarized below.

- State budget cutbacks have resulted in the decline of financial resources available for HOME match and HTF allocations.
- Flexible funding sources are needed in order to provide accessibility improvements for owner-occupied housing.
- A dedicated revenue source for the HTF will further guarantee the viability of the actions undertaken by the fund.
- Local governments and nonprofit organizations often lack the capacity to administer housing and community development programs.
- Additional nonprofit providers need to be created to insure adequate coverage of the state by these organizations.
- Program providers frequently have different funding cycles and/or program timelines that increase the difficulty in accessing the resources of various programs simultaneously.
- Requirements of various federal programs often directly conflict and/or drive up the costs to provide affordable housing opportunities.
- Competitiveness aspect of various federal programs hinders the ability of state and local governments and other providers to annually implement programs.
- Local governments may be unwilling or unfamiliar with the need to address affordable housing, homelessness, and special needs issues.

#### **(8) Georgia's Strategy to Overcome Gaps in its Institutional Structure**

The state acknowledges the importance over the next three years in improving the capacity of its institutional structure to deliver affordable housing. The State will continue its efforts to overcome identified gaps in its institutional structure by increasing the capacity of local nonprofit organizations and other providers to offer housing assistance. To this end, the state will endeavor to increase this capacity in several ways. First, the state will seek to increase the capacity, skills, and effectiveness of local nonprofit organizations and other providers that offer housing assistance. Further training, technical assistance activities, and financial support will be important aspects of this effort. Second, the state will continue to focus on improving the capacity of local governments in meeting local housing needs. Third, the state will encourage the creation of additional nonprofit providers so that each community in Georgia is sufficiently served.

One way that the state is providing assistance to local governments is through the Georgia Initiative for Community Housing (GICH). GICH is a housing technical assistance program that was created through a joint effort of DCA, the Georgia Municipal Association, and the University of Georgia's Housing and Demographics Research Center. This initiative offers communities a three-year program of collaboration and

technical assistance with the objective of creating and launching a locally based plan that addresses their housing needs.

## **L. GEORGIA’S STRATEGY TO ENHANCE COORDINATION**

The policy of the State of Georgia strongly favors the formation and maintenance of cooperative partnerships with the federal government. Through this cooperation, various state agencies administer numerous federally funded housing and community development programs. Many partnerships with federal agencies also exist at the local level with PHAs and HUD entitlement communities.

The State also recognizes the importance of cooperative partnerships between state agencies and all housing industry players in effectively addressing affordable housing issues. Many examples of partnerships and efforts to coordinate Georgia’s response to its housing and community development exist, as noted below.

- GHFA has partnered with eleven local public housing authorities to create Georgia HAP Administrators, Inc., to provide Housing Choice Voucher HAP Contract Administration services to each of the partners.
- DCA’s Housing Counseling program operates in partnership with HUD-approved housing counseling agencies in Georgia to provide group and one-on-one housing counseling services to households interested in purchasing their first home and to homeowners in danger of losing their homes through foreclosure.
- DCA has collaborated with homeless providers from across the state to develop a Continuum of Care plan for the balance of the state.
- The Georgia Initiative for Community Housing was created through a joint effort of DCA, the Georgia Municipal Association, and the University of Georgia’s Housing and Demographics Research Center to provide housing technical assistance to communities in Georgia.
- DCA has partnered with the Georgia Commission on Equal Opportunity to make available fair housing materials which discuss the federal and state fair housing laws and remedies to discrimination.
- The Georgia Interagency Homeless Coordination Council oversees state efforts to address chronic homelessness and review proposed recommendations on how best to solve the problem. Chaired by DCA, the Council is composed of representatives from various state departments and other homeless coordination service agencies.
- DCA Team Georgia approach offers a more effective service delivery to DCA’s customers. Each of the twelve state service delivery regions has a regional representative assigned to that area. The representative interacts with local governments and partners to facilitate DCA service delivery as needs arise.

DCA also maintains a strong working relationship with the Association County Commissioners of Georgia (ACCG) and the Georgia Association of Housing Redevelopment Agencies (GAHRA).

DCA will continue to increase coordination, strengthen linkages, and encourage the formation of partnerships between Georgia's private sector housing developers, financial institutions, nonprofit organizations, public sector agencies, foundations, and other providers.

The state will also continue to further its efforts to enhance coordination with the providers of affordable housing and community development activities that benefit Georgia's low- and moderate-income households. In addition, the state will continue to examine and implement ways to address the issues noted below.

- Identification of areas of service delivery and regulation that have a high potential for improvement through enhanced coordination.
- Development of formal and informal mechanisms within and between agencies and other organizations to effect coordination among all parties.
- Undertaking efforts to coordinate the timing of various program application cycles to facilitate simultaneous access to these funds.
- Evaluation of methods of sharing program, activity, and needs information among housing and community development providers.

## **M. GEORGIA'S STRATEGIES TO COORDINATE THE LOW INCOME HOUSING TAX CREDIT WITH THE DEVELOPMENT OF AFFORDABLE HOUSING**

### **(1) Use of the Low Income Housing Tax Credit in Georgia**

Administered by DCA on behalf of GHFA, the state's Low Income Housing Tax Credit program was created in accordance with provisions of the Tax Reform Act of 1986. This program promotes the development of low income rental housing through tax incentives rather than direct subsidies. In exchange, tax credit recipients must maintain rent levels affordable to low-income households.

The tax credit is a direct dollar-for-dollar credit against a taxpayer's federal income tax liability on ordinary income (salaries, wages, and other business expenses). The tax credit may be taken annually over a ten year period subject to passive loss limitations. The tax credit may equal up to 9% annually the depreciable cost of the low-income units if the units are financed conventionally or up to 4% if financed with tax-exempt bonds or through other federal subsidies.

The annual federal credit dollar amount allocated to Georgia equals \$1.75 multiplied by the federal government's estimate of Georgia's population and indexed for cost-of-living adjustments. From its annual authority, DCA allocates its credit based on the strength of the projects submitted and evaluated based on the state's Qualified Allocation Plan. The

full text of the Georgia's most current Qualified Allocation Plan may be found in Appendix E.

## **(2) Coordinating the Low Income Housing Tax Credit with Other Affordable Housing Initiatives**

To facilitate access to various funding sources available to finance affordable rental housing development, DCA offers its Low Income Housing Tax credit allocation through a single, annual application process with its available HOME resources. DCA also integrates federal Low Income Housing Tax Credit assistance with a number of other affordable housing development programs through the awarding of points in the scoring process for firm funding commitments from these other sources. For 2010, these other sources include CDBG, the Federal Home Loan Bank Affordable Housing Program, Neighborhood Stabilization and HOME Program funding (from DCA or other entitlements), Beltline Grants, Housing Opportunity Bonds, and HUD's 202 and 811 Programs.

During its 2000 session, the Georgia General Assembly passed legislation to create a Georgia Housing Tax Credit for qualified projects placed in service after January 1, 2001. This credit is provided to a project in an amount equal to the federal housing tax credit allowed. To be eligible to receive the Georgia Housing Tax Credit, the project must meet the qualifications for the federal Low Income Housing Tax Credit.

## **VI. Action Plan**

### **A. INTRODUCTION**

#### **THE CONSOLIDATED PLANNING PROCESS**

The State of Georgia Consolidated Plan describes how state, local, private, and federal resources will be used to increase the supply of affordable housing and economic opportunities for low and moderate income Georgians. The plan focuses on the use of funds from HUD's four consolidated formula programs – Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME), Emergency Shelter Grant (ESG), and Housing Opportunity for Persons with AIDS (HOPWA) – to meet these needs. Although the state cannot meet all of the need, it can strategically invest its limited resources to address and alleviate some of the need. Each year the State of Georgia supplies HUD with an annual Action Plan describing how the State intends to implement its housing and community development programs. This plan combines in a single document, information describing the proposed use of all consolidated formula programs and allocations of federal funding for activities to meet the major goals identified in Georgia's Three-Year Consolidated Plan for FY2010-2012.

This document details the State's plan for use of its consolidated formula FFY2010 funding allocation from HUD during SFY2011, (July 1, 2010 through June 30, 2011).

The State's allocation of CDBG funds and activities during SFY2011 will remain under the full authority of DCA. However, GHFA will be the recipient of HOME, ESG, and HOPWA funds. As a result, GHFA will serve as the Participating Jurisdiction for the State's HOME Program.

The State's Action Plan for SFY2011 reflects the funding amounts for which the State is eligible to receive from HUD. In addition to the federal consolidated formula funds, the State will draw upon the resources of the HTF, the State appropriated matching funds to the federal HOME program, the federal Low Income Housing Tax Credit Program, the Georgia Housing Tax Credit Program, the Shelter Plus Care (S+C) Program, HUD Housing Counseling funds, Supportive Housing Program monies, and the proceeds of mortgage revenue bonds issued by the GHFA. Production levels indicated above are based on housing-related production resulting from the State's allocation of Federal consolidated formula funds, the State appropriation to the HOME Program, Program Income anticipated to be received by the State's HOME Program, State Housing Trust Fund monies used as match to the Federal ESG Program, and other HUD assistance.

Activities planned for SFY2011 to meet the State's housing priorities and objectives include:

- Rehabilitate or construct 543 affordable rental housing units for extremely low, low or moderate income households.
- Provide 16,776 extremely low, low or moderate income households with rental assistance.
- Assist 169 extremely low, low or moderate income households with the construction or rehabilitation of housing so that they may achieve homeownership.
- Assist 925 extremely low, low, and moderate income households with downpayment assistance and 7,615 with homebuyer education so that they may achieve homeownership.
- Assist 1,640 Hispanic households to access the continuum of housing and supportive services.
- Provide housing necessary to break the cycle of homelessness by assisting an estimated 4,300 homeless persons daily and/or supportive services to accommodate an average of 2,500 individuals daily.
- Make funding awards to organizations or households that provide housing and/or supportive services necessary for 5,585 special needs households.
- Provide housing assistance and information to 34 special need households in order to enable them to transfer from institutional to community living situations.
- Make funding awards to local governments, or organizations that assist 2,502 elderly persons with housing and/or supportive services necessary to achieve or maintain decent, safe and sanitary living conditions.

The Georgia Department of Community Affairs will serve as the lead agency in the State's implementation of the Consolidated Plan for SFY2011.

## B. PERFORMANCE MEASURES

DCA's Program Goals are consistent with and support HUD goals identified in Title I of the Housing and Community Development Act of 1974 (as amended). The three basic objectives of these formula programs include providing (1) decent housing, (2) a suitable living environment and (3) an economic opportunity. The outcome categories include: (1) availability/accessibility, (2) affordability, and (3) sustainability (promoting livable or viable communities). The combination of objectives and outcome categories results in a matrix of *nine* possible outcome statements that encompass the various possible program activities.

Accessibility for the purpose of creating suitable living environments (1,1)	Accessibility for the purpose of providing decent affordable housing (1,2)	Accessibility for the purpose of creating economic opportunities (1,3)
Affordability for the purpose of creating suitable living environments (2,1)	Affordability for the purpose of providing decent affordable housing (2,2)	Affordability for the purpose of creating economic opportunities (2,3)
Sustainability for the purpose of creating suitable living environments (3,1)	Sustainability for the purpose of providing decent affordable housing (3,2)	Sustainability for the purpose of creating economic opportunities (3,3)

Decent housing: The provision of decent housing assists both the homeless and persons at risk of becoming homeless in obtaining housing, increases the availability of permanent housing in standard condition and at affordable cost to low- and moderate-income families and helps to stabilize communities. Decent housing also increases the supply of supportive housing with services needed to enable persons with special needs to live independently, and provides housing affordable to low to moderate income persons that is accessible to job opportunities. Under this provision, DCA will expand access to affordable rental housing, expand homeownership opportunities, make the home buying process less complicated, assist renters to become homeowners, fight practices that

permit predatory lending, and increase public awareness of fair housing laws. Housing activities will be undertaken with HOME, CDBG and HOPWA funds.

- DCA's Housing Tax Credit program is helping to address the need for affordable rental housing by providing a 10-year federal and state tax incentive to attract private investment for the development of affordable housing. The money raised by the sale of the tax credits reduces the size of the mortgage needed for development, so rents can be reduced. Owners agree to rent all or some of their units to low-income residents for 30 years.
- GeorgiaHousingSearch.org is a comprehensive web site of available rental housing choices throughout the state. Prospective tenants have a variety of specific search features to access housing. This service provides an on-line resource for property managers to market units with accessible features for individuals with disabilities, provides a convenient resource for prospective renters to locate affordable and accessible housing and obtain community resource links along with locating housing information. This web site is free, searches are conducted in both English and Spanish, and owners/property managers update the site at least bi-weekly with vacancy information.
  - 1) ***DCA's Housing Choice Voucher program (HCVP) offers rental assistance to lower-income families by utilizing existing housing units. The program is tailored to meet the individual needs of families by offering each family the freedom to find a suitable unit and landlords who will agree to accept the HCVP rent subsidies on behalf of the family and to maintain their rental properties to the required Housing Quality Standards. The amount of the subsidy is based primarily upon the participant's income. DCA administers the program in 149 of Georgia's 159 counties through six regional offices located around the State. The remaining 10 counties are served by local housing authorities as are a number of municipalities in the state that also have their own authorities.***
- The Office of Homeownership continues to make the home buying process simpler by offering the following in conjunction with the Georgia Dream Homeownership Program:
  - 1) Continuing the Applicant Checklist that assists both the potential home buyer and their participating lenders. This checklist streamlines the application process by describing what documents are required and expedites lender approvals in underwriting.
  - 2) Providing DCA's automated system, Lender On Line, for loan reservation, loan status review, training registration and DCA form preparation.
  - 3) Equipping participating lenders with a continuously updated seller guide that details procedures from the origination stage through funding of the Georgia Dream Loan Process. Seller guides are provided free at lender training and mailed upon request and a copy is also available to lenders online for quick access of policy and procedural information.
  - 4) Holding quarterly lender advisory meetings designed to provide lender feedback for best practices discussions and to provide practical guidance on



loan program analysis and evaluation, market changes, policy updates, and ways to increase DCA's level of customer service.

- 5) Providing a call-in brochure line for potential customers to request information and to check the current interest rate. This information line is available 24 hours a day.
- 6) Offering the "Get on the Right Track to Homeownership" booklet that details the benefits to owning a home, provides basic information on the home buying process, contact information for three credit reporting agencies, and a list of DCA's current home buyer education agencies. This booklet is distributed to potential home buyers through participating lenders, credit counselors and at home buying fairs.
- 7) Making available a rate sheet that lists DCA contact information, current interest rates, lender training opportunities, recent program changes, and product announcements. This is emailed to over 2,000 Georgia Dream partners.
- 8) Training for lending partners' staff (originators, processors, underwriters, closers and post closers) and real estate professionals is held monthly in the Atlanta office, quarterly in other MSAs around the state, and in lender and Realtor offices on request.
- 9) Offering the "Home of Your Own" Workbook created by DCA's housing counseling professionals for distribution to our home buyer education partners. This workbook was designed to assist our credit-counseling partners in the delivery of home buyer education. The booklet contains information includes information on the decision to purchase, budgeting, credit issues, finding a home, mortgage options and home maintenance. It is provided free to funded partners and offered for sale at the cost of printing to other agencies.
- 10) Hosting strategy sessions and coordinating housing fairs with City and County government officials, Chamber of Commerce staff, and other stakeholders to help determine the need for affordable housing, learn about the availability of qualified borrowers, and to recruit potential lending and home buyer education partners to meet the needs of potential home buyers.
- 11) Providing an internet based training system for the Georgia Dream lenders. The "Go to Meeting" is web-based training that affords DCA staff the ability to interact with lenders and to provide training on-line on an as-needed basis.
- 12) Distributing Georgia Dream signs to Realtors, lenders and their partners. These signs are placed in front of the loan offices and next to Realtor's signs on available properties for sale. The signs are utilize to increase awareness of affordable housing and down payment assistance programs.
- 13) Offering recapture tax protection at no cost to the borrowers for first mortgage loans insured through Genworth Financial. Coverage of up to \$6,000 remains in effect for five years as long as Genworth Insurance remains in force.
- 14) Continuing to utilize an inside marketing staff member to provide direct access to loan information, lender contacts, interest rates, facilitate public information sessions, assist field personnel, distribute marketing materials, update databases for lender and realtor training and answer all program inquires via telephone and email communication.

15) Offering continuing education classes for real estate professional boards twice a year by DCA's Business Development staff.

- DCA is dedicated to ending the practice of discrimination and promoting fair housing laws, as well as educating lenders, real estate professionals, housing providers, and residents in complying with these laws. Working with partners in the public as well as the private sector, DCA is involved in a cooperative effort to increase access to the state's housing stock so that more Georgians can choose to live where they want to live. Informing the general public and housing industry professionals of their rights and responsibilities under fair housing law is an essential element of efforts to eliminate housing discrimination.
- DCA continues to team with the Georgia Consortium for Personal Financial Literacy organization to promote wise decisions for consumers.
- DCA is committed to working with lenders to identify high cost loans and HUD's Office of RESPA and Interstate Land Sales to vigorously enforce RESPA laws to fight predatory lending.
- DCA continues to collaborate with the Georgia Real Estate Fraud Prevention & Awareness Coalition (GREFPAC), which creates environments that promote honesty, openness & fairness in real estate transactions.
- DCA's contract counseling agencies also provide services such as reviewing loan papers and loan terms and provide counseling under the Georgia Fair Lending Act.
- DCA has trained and certified counselors throughout the state to provide counseling required under the Georgia Fair Lending Act (GFLA). Additionally, brochures and other information booklets are distributed at most DCA functions and are provided as requested.
- The Community Development Block Grant Program can provide local governments funding options for eligible housing activities to carry out a comprehensive strategy of revitalization to stabilize and enhance clearly defined residential neighborhoods with concentrations of persons with lower incomes.

Suitable living environment: The provision of a suitable living environment improves the safety and livability of neighborhoods; increases access to quality public and private facilities and services; reduces the isolation of income groups within a community or geographical area by offering housing opportunities for persons of lower-income and revitalizes deteriorating or deteriorated neighborhoods; restores, enhances, and preserves natural and physical features of special value for historic, architectural or aesthetic reasons; and conserves energy resources.

- The Community HOME Investment Program (CHIP) provides HOME funds for local communities wishing to develop or preserve affordable housing. CHIP funds can only be used for down payment assistance or homeowner rehabilitation activities.
- The Community Development Block Grant Program is the State's major program of financial assistance to smaller local governments to help them improve their communities. Funds are provided for a wide array of eligible activities including water, sewer, street and drainage improvements. Local government can also apply for these funds for new or improved facilities such as senior citizen centers, health

facilities, Head Start facilities, Boys and Girls Clubs, neighborhood centers, literacy centers, and other buildings where critical services are provided.

- The Georgia Dream Single Family Development Program also assists in the expansion of affordable single family housing and reinvestment in distressed neighborhoods. Prospective housing developers may construct new housing in subdivision style settings, rehabilitate vacant and dilapidated housing in established neighborhoods or construct new housing on vacant lots in inner city communities.
- DCA is committed to ensuring that all persons living in subsidized housing live in units that meet basic quality standards. DCA is addressing housing problems that threaten the health of America's children. DCA will continue to require recipients of federal HOME and CDBG funds that engage in rehabilitation activities to follow HUD regulations that require the control of lead based paint hazards and safe work practices. DCA will also continue to serve on the Advisory Committee of the Georgia Childhood Lead Poisoning Prevention Program. Through this committee, in addition to contacts with other involved state and federal agencies, DCA staff will serve as a point of coordination for the integration of lead hazard reduction into housing policies and programs. Lead-based paint information is distributed to residents of public housing and landlords of the Housing Voucher Choice program. Landlords are also required to sign a landlord certification responsibility form, which certifies that they will follow all equal opportunity requirements, screen families for criminal background and drug activity, and to perform necessary maintenance complying with Housing Quality Standards.
- DCA will continue to focus on improving enforcement and regulatory oversight throughout our programs with monitoring compliance of funding recipients.

Provide economic opportunity: The provision of expanded economic opportunities creates and retains jobs; establishes, stabilizes, and expands small businesses (including micro-businesses); provides public services concerned with employment; provides jobs to low income persons living in areas affected by those programs and activities; makes available mortgage financing for low-income persons at reasonable rates using nondiscriminatory lending practices; provides access to capital and credit for development activities that promote the long-term economic and social viability of the community; and provides empowerment and self-sufficiency opportunities for low income persons to reduce generational poverty in federally-assisted and public housing.

DCA provides programs that have provided significant support to local governments to help improve economic conditions in distressed communities. DCA also provides a variety of community development initiatives through CDBG Program and many state funded programs that help the state's communities realize their growth and development goals. CDBG funds expand the state's economic base and create quality jobs for persons at low-and moderate-income levels. CDBG provides funding to assist a wide range of eligible activities, including housing improvement projects, public facilities such as water and sewer lines, buildings such as local health centers or Head Start centers, and economic development projects.

The outcomes in this system help further refine the objectives and capture the nature of change or the expected result. Availability/accessibility applies to activities that make services, infrastructure, public services, public facilities, housing, or shelter available or accessible to extremely low, low-, and moderate-income people. Affordability applies to activities that provide affordability in a variety of ways to extremely low, low, and moderate income people. Sustainability applies to activities that are aimed at improving communities or neighborhoods or helping to make them more livable or viable by providing benefit to extremely low, low-, and moderate income people. One of the more difficult aspects of this Performance Outcome Measurement System is that it requires the quantification of planned annual and multiple year program outcomes in considerable detail including project completion and beneficiary data. This is a considerably easier task for entitlements, as they are able to plan uses for HUD funding years ahead. State programs typically utilize competitive annual award processes.

The table below links each funding component of the Action Plan to the relevant HUD goal and objective and identifies the applicable HUD Outcome Statement and Indicator. Outcome Indicators will be reported in HUD's Integrated Disbursement Information System (IDIS) and annually in the Consolidated Annual Performance and Evaluation Report (CAPER) which is made available to the public each year.

## SUMMARY OF PROPOSED ACTION PLAN

(HUD TABLE 3C)

Program Area	HUD Objective/ Outcome	Outcome Statement and Indicators	Source of Funds	Allocation Amount
Annual Competition: Public Facility Grants	<b>Objective:</b> Creating/Enhancing Suitable Living Environment <b>Outcome:</b> Availability/Accessibility (1,1)	Grants will be made to units of local government for locally identified new or improved public facilities, such as water and sewer facilities, street and drainage facilities or other needed facilities. Indicators will be the number of people served.	CDBG	\$28,634,598 set-aside for competition
Annual Competition: Housing Grants Housing Rehabilitation Down Payment Assistance	<b>Objective:</b> Creating Decent Affordable Housing <b>Outcome:</b> Sustainability (3,2) Affordability (2,2)	Grants will be made to units of local government for locally identified new or improved housing. Households will have decent, affordable and sustainable housing. Indicators will be the number of households and people served.	CDBG	\$28,634,598 set-aside for competition
Redevelopment Fund	<b>Objective:</b> Creating/Enhancing Suitable Living Environment (Slum and Blight Removal) and Creating Economic Opportunities	Grants will be made to units of local government for projects which eliminate slums or blight (on a spot basis). Indicators will be number of businesses assisted	CDBG	\$1,500,000 set-aside for competition

	<b>Outcome:</b> Sustainability (3,2) Availability/Accessibility(1,3) Affordability(2,2)	and funds leveraged.		
Employment Incentive Program (EIP)	<b>Objective:</b> Creating or sustaining economic opportunities. <b>Outcome:</b> Availability/ Accessibility (1,3) Affordability	Grants will be made to units of local government for projects which create or retain employment. Indicators will be number of businesses assisted, funds leveraged and jobs created or retained.	CDBG	\$8,000,000 set-aside for competition
Immediate Threat and Danger Program	<b>Objective:</b> Creating/Enhancing Suitable Living Environment <b>Outcome:</b> Availability/Accessibility (1,1)	Grants will be made to units of local government to respond to threats to health or safety including new or repairs to public facilities, such as water and sewer facilities, or other needed facilities. Indicators will be the number of people served.	CDBG	CDBG \$500,000 set-aside
Housing and Supportive Services	<b>Objective:</b> Providing Decent Affordable Housing <b>Outcome:</b> Affordability (2,2) The indicator will be the number of households served.	During SY2011, the State proposes to assist 450 low-income households living with HIV/AIDS and their families through the HOPWA Program with the objective of providing decent housing with the outcome of affordability.	HOPWA	\$2,025,746*  *Determined by applications submitted

Program Area	HUD Objective/ Outcome	Outcome Statement and Indicators	Source of Funds	Allocation Amount
Homeless and Special Needs Housing	<b>Objective:</b> Creating suitable living environments <b>Outcome:</b> Accessibility (1,1) The indicator will be the number of homeless persons given emergency and transitional shelter, number of households receiving assistance to prevent homelessness.	During SFY2011, the State proposes to make shelter and/or transitional housing available through the ESG Program to an average of 4,300 homeless individuals daily with the objective of providing a suitable living environment for persons who would otherwise be living in unstable environments or living on the street. During SFY 2011, the State proposes to make essential services accessible through the ESG Program to an average of 2,500 homeless individuals daily in order to address a myriad of supportive service needs associated with their homelessness with the objective that the homeless participants will be able to obtain a suitable living environment to improve	ESG/ State Housing Trust Fund	\$4,396,468

		their quality of life.		
Permanent Supportive Housing Program	<b>Objective:</b> Providing Decent Affordable Housing <b>Outcome:</b> Accessibility (1,2) The indicators will be the number of rental units provided and households assisted.	Accessibility for the purpose of providing financial assistance in the development of rental units for homeless, special needs households and the provision of tenant-based rental assistance.	HOME/ HOME Program Income	\$7,589,810
HOME Rental Housing Loan Program	<b>Objective:</b> Providing Decent Affordable Housing <b>Outcome:</b> Affordability (2,2) The indicator will be the number of rental units constructed or rehabilitated.	Affordability for the purpose of providing decent affordable rental housing for low to moderate households, number of years of affordability, number of units occupied by the elderly and those designated for those with special needs.	HOME/ HOME Program Income	\$8,789,597
Georgia Dream Homeownership Program	<b>Objective:</b> Providing Decent Affordable Housing <b>Outcome:</b> Affordability (2,2) The indicators will be the number of first time home buyers receiving down payment assistance and the number of first time home buyers receiving home buyer education and counseling.	Affordability for the purpose of providing decent affordable housing for first time home buyers at or below 80% of AML.	HOME/ HOME Program Income/ HUD Housing Counseling Fund/ State HOME funds	\$10,000,000

Program Area	HUD Objective/ Outcome	Outcome Statement and Indicators	Source of Funds	Allocation Amount
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Community HOME Investment Program	<p><b>Objective:</b> Providing Decent Affordable Housing</p> <p><b>Outcome:</b> Affordability (2,2) Sustainability (3,2)</p> <p>The indicators will be the number of first time home buyers receiving down payment assistance and the number of homeowner units or investor-owned units receiving housing rehabilitation assistance. Assistance to investor-owned units and multi-family units is done on a limited basis only.</p>	Affordability for the purpose of providing decent affordable housing for first time home buyers at or below 80% of AMI. Sustainability for the purpose of providing decent affordable housing for homeowners; the number of owner occupied units rehabilitated and whose household incomes are at or below 80% of AMI.	HOME/ HOME Program Income	\$2,877,801
CHDO Operating Assistance Program	<p><b>Objective:</b> Providing Decent Affordable Housing-Creating economic opportunity</p> <p><b>Outcome:</b> Affordability (2,2) or (2,3)</p> <p>The indicator will be the amount of financial assistance provided to assist Community Housing Development Organizations (CHDOs) to maintain their operations and develop their capacity to implement future housing developments.</p>	Affordability for the purpose of providing decent affordable rental housing for low to moderate households.	HOME/ HOME Program Income	\$0
CHDO Predevelopment Loan Program	<p><b>Objective:</b> Providing Decent Affordable Housing Creating economic opportunity</p> <p><b>Outcome:</b> Affordability (2,2) or (2,3)</p> <p>The indicator will be the amount of financial assistance provided to assist CHDOs in the preparation of development financing applications.</p>	Affordability for the purpose of providing decent affordable rental housing for low to moderate households.	HOME/ HOME Program Income	\$0

## C. CONSOLIDATED PLAN TABLES

Table 30 (HUD Table 1) illustrates the needs of the homeless, special needs and housing populations.

**Table 30 (HUD Table 1): Housing, Homeless and Special Needs Population Housing Needs**

Household Type	Elderly Renter	Small Renter	Large Renter	Other Renter	Total Renter	Owner	Total
<b>0 –30% of MFI</b>	45,839	79,707	21,906	71,560	219,012	146,515	365,527
% Any housing problem	58%	77%	89%	70%	72%	69%	71%
% Cost burden > 30	19%	13%	8%	9%	13%	16%	14%
% Cost Burden > 50	36%	50%	23%	57%	47%	47%	47%
<b>31 - 50% of MFI</b>	25,198	65,594	19,663	46,582	157,037	160,830	317,867
% Any housing problem	50%	68%	79%	78%	70%	55%	62%
% Cost burden > 30	29%	43%	20%	45%	38%	23%	30%
% Cost Burden > 50	18%	14%	4%	30%	18%	27%	23%
<b>51 - 80% of MFI</b>	17,022	93,318	26,906	78,515	215,761	303,202	518,963
% Any housing problem	36%	32%	59%	42%	40%	42%	41%
% Cost burden > 30	25%	22%	6%	36%	25%	27%	26%
% Cost Burden > 50	7%	1%	.4%	3%	2%	10%	6%

**Special Notes:** HUD's adjusted median family incomes (MFI) are estimated for a family of four. HUD defines "any housing problems" as cost burden greater than 30% of income and/or overcrowding and/or without complete kitchen or plumbing facilities.

The numbers presented in Table 31 reflect the information submitted to HUD in the 2009 Continuum of Care (CoC) application. The numbers reflect data for the 152 counties covered in the Balance of State Continuum of Care and does not include data for the other seven Continua of Care as those numbers are submitted in the local consolidated planning documents of those communities.

### ***Georgia's Homeless Population Summary Table***



**Table 31 - Georgia's Homeless and Special Needs Populations (HUD Table 1A)****Continuum of Care: Housing Gaps Analysis Chart**

		Current Inventory in 2009	Under Development in 2009	Unmet Need/ Gap
<b>Individuals</b>				
<b>Beds</b>	Emergency Shelter	777	0	1,987
	Transitional Housing	260	0	1,162
	Permanent Supportive Housing	655	145	2,196
	<b>Total</b>	<b>1,692</b>	<b>145</b>	<b>5,345</b>
<b>Persons in Families with Children</b>				
<b>Beds</b>	Emergency Shelter	792	0	666
	Transitional Housing	1,017	9	896
	Permanent Supportive Housing	822	71	353
	<b>Total</b>	<b>2,631</b>	<b>80</b>	<b>1,915</b>

\* Estimates of Unmet Need/Gap were calculated based on HUD guidance ([http://www.hudhre.info/documents/CalculatingUnmetNeed\\_April2006.pdf](http://www.hudhre.info/documents/CalculatingUnmetNeed_April2006.pdf))

**Continuum of Care: Homeless Population and Subpopulations Chart**

<b>Part 1: Homeless Population</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
	<b>Emergency</b>	<b>Transitional</b>		
1. Homeless Individuals	494	209	5,676	6,379
2. Homeless Families with Children	197	243	646	1,086
2a. Persons in Homeless Families with Children	606	825	2,131	3,562
<b>Total (lines 1 + 2a)</b>	<b>1,100</b>	<b>1,034</b>	<b>7,807</b>	<b>9,941</b>
<b>Part 2: Homeless Subpopulations</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
1. Chronically Homeless	201		1,105	1,306
2. Seriously Mentally Ill	89		676	765
3. Chronic Substance Abuse	282		1,138	1,420
4. Veterans	46		904	950
5. Persons with HIV/AIDS	47		329	376
6. Victims of Domestic Violence	839		670	1,509
7. Youth	4			4

The State's CoC includes eleven (11) of Georgia's twenty-two (22) entitlement communities. For sheltered homeless, many of the shelters, transitional facilities and permanent supportive facilities in the Georgia Balance of State CoC inventory are funded directly by DCA, the applicable housing authority, or they receive funding through the CoC. DCA grantees are required to track the persons in their beds using the Homeless Management Information System (HMIS). In addition, DCA, in partnership with local communities and Kennesaw State University, conduct a service-based count of individuals and families that are homeless which is used to create an estimate of the statewide prevalence of homelessness.

### ***Priority Housing Needs***

The State developed priorities for both housing and community development needs and HUD Table 2A (Table 10 in the Strategic Plan section) reflects the identified prioritization of these needs. The four federal programs covered by the Consolidated Plan address these needs. CDBG funding is the largest part of the State's annual HUD funding, making up 60.2 percent of the \$72.4 million received from HUD. HOME funds are the second largest source of housing and community development funding at 33.8 percent of the total. Clearly, these funding sources play a very important role in meeting the State's priority needs. This plan identifies the areas of greatest need for the State (and non-entitlement areas) in general, and this information is used to guide the funding priorities for each program year. The State is unable to place a specific priority need in the below-mentioned categories.

The check mark indicates that the State intends to consider making available funds for these activities during this period. The availability of funds and identification and prioritization of needs at the state and local levels will determine the allocation of investments within these categories.

## **D. FEDERAL RESOURCES AVAILABLE TO GEORGIA**

### **Overview of FFY2010 Federal Resources**

The State expects to utilize a variety of federal resources to address Georgia's housing and community development needs. These resources include the four programs covered by the State's Consolidated Plan: HOME, CDBG, HOPWA, and ESG. The State's projected allocation is divided between programs as follows:

CDBG:	\$43,644,802
HOME:	\$24,500,584
ESG:	\$ 2,262,240
HOPWA:	\$ 2,025,746

HUD also will make available additional resources from these four programs directly to individual entitlements or participating jurisdictions to address housing and community development needs within their communities. Participating jurisdictions under the HOME program include the cities of Albany, Atlanta, Macon, and Savannah as well as the counties of Clayton, DeKalb, and Gwinnett. Three consolidated governments - Athens-Clarke County, Augusta-Richmond County and Columbus-Muscogee County - also receive HOME funds directly from HUD. In addition, two consortiums - the Georgia Urban County Consortium (composed of Cherokee and Cobb counties) and Fulton County-City of Roswell - will also receive an allocation of HOME funds. With the addition of the cities of Brunswick, Dalton, Gainesville, Hinesville, Johns Creek, Rome, Sandy Springs, Valdosta, and Warner Robbins, all of these jurisdictions are also entitlements for the CDBG program and, therefore, directly receive those funds annually from HUD. Each of these communities is required to submit a Consolidated Plan to

reflect its respective housing and community development needs and strategies. Thus, the State's Consolidated Plan does not govern use of local entitlement funds in these communities.

In 1998, GHFA received its first allocation of HUD Housing Counseling funds to implement comprehensive housing counseling and education to households interested in purchasing a home. The State will continue this program at the onset of SFY2011 using an allocation of funds received for FFY2010. GHFA will apply to HUD for another funding cycle to keep this program available through the entirety of SFY2011.

In addition, the State anticipates the application of the following federal program funds or incentives to address Georgia's housing and community development needs during SFY2011. Funds are listed by general topic areas:

Affordable Rental Housing: Housing Choice Voucher Program, Rural Housing and Economic Development Program, Low Income Housing Tax Credit, United States Department of Agriculture-Rural Development (USDA-RD) Section 504 Home Improvement and Repair Loans and Grants, USDA-RD Section 538 Rural Rental Housing Guaranteed Loans, USDA-RD Section 521 Rental Assistance, USDA-RD Section 514 Farm Labor Housing Loans and Grants, USDA-RD Section 523 and 524 Rural Housing Site Loans, USDA-RD Section 533 Housing Preservation Grant program, USDA-RD Rural Community Development Initiative, HUD Fair Housing Organizations Initiatives, Capacity Building for Community Development and Affordable Housing.

Homeownership: HUD Self-Help Homeownership (SHOP) Program, Homeownership Voucher Assistance, USDA-RD Section 502 Direct Loan Program, Housing Choice Vouchers for Homeownership, USDA-RD Section 502 Guaranteed Rural Housing Loan, USDA-RD Section 504 Home Improvement and Repair Loans, Self-Help Housing Property, Disposition, Single Family Property Disposition Program (Section 204(g)), Counseling for homebuyers, Homeowners and Tenants (Section 106), and HUD's Good Neighbor Next Door Program.

Public Housing: Comprehensive Grant Program, Public Housing Development funds, HOPE VI Revitalization, Demolition Programs, Public Housing Operating Fund, Family Resident Opportunity and Self-Sufficiency Program, Indian Community Development Block Grant (ICDBG) Program, Indian Housing Block Grant (IHBG) Program, Public Housing homeownership- Section 32, Public Housing Neighborhood Network (NN) Program, Project Housing Capital Fund, Project-Based Voucher Program and Renewal of Section 8 Project-Based Rental Assistance.

Homeless: HUD Shelter Plus Care, HUD Supportive Housing Program, HUD Section 8 Moderate Rehabilitation for Single Room Occupancy for Homeless Individuals Program, Safe Havens, Georgia Entitlement Housing Choice Vouchers, and Surplus Property for Use to Assist Homeless (Title V).

Special Needs Housing: USDA-RD Home Improvement Loans and Repair Grants, USDA-RD Section 514 Farm Labor Housing Loans and Grants, the HUD Supportive Housing Program, HUD Supportive Housing for the Elderly (Section 202) Program, HUD Supportive Housing for Persons with Disabilities (Section 811), Housing Choice Vouchers for Homeownership, Resident Opportunity and Self-Sufficiency (ROSS) Program, Assisted-Living Conversion Program (ALCP) and Multifamily Housing Service Coordinators.

Non-Housing Community Development Needs: HUD Brownfields Economic Development Initiatives, HUD Economic Development Initiative, Renewal Communities; USDA-RD Community Facilities Direct Loans and Loan Guarantees; Rural Utility Service loans and grants; Appalachian Regional Commission Funds; USDA-Rural Business Service (USDA-RBS) Business and Industrial Guaranteed Loans, USDA-RBS Intermediary Relending Program Loans, USDA-RBS Rural Business Enterprise Grants, USDA-RBS Rural Economic Development Loans and Grants, USDA-RBS Local Technical Assistance and Planning Grants, and USDA-RBS Rural Technology and Cooperative Development Grants, Healthy Homes and Lead Hazard Control, New Construction or Substantial Rehabilitation of Nursing Homes, Intermediate Care Facilities, Board and Care Homes, Assisted Living facilities (Section 232), Purchase or Refinancing of Existing Facilities (Section 232/223(f), Loan Guarantee Recovery Fund for Church Arson and Other Acts of Terrorism, YouthBuild, and CDBG for insular areas.

## **E. NON-FEDERAL PUBLIC RESOURCES**

The State of Georgia expects to use funds from seven major non-federal resources to address its housing and community development needs.

### **STATE APPROPRIATION TO THE HOME PROGRAM**

The State General Assembly annually appropriates funds towards the State's contribution to meet its 25% match obligation required by the federal HOME program regulations. Funds may be awarded to eligible projects funded through the Georgia Dream Second Mortgage program.

### **BOND PROCEEDS**

Mortgage Revenue Bond programs provide loans at low interest rates for qualified single-family homebuyers. The State uses the proceeds from mortgage revenue bonds issued by GHFA to fund its Georgia Dream First Mortgage Program. This program offers first mortgage loans with a low interest rate to qualified low to moderate-income home buyers seeking to purchase a principal residence. DCA administers the Georgia Dream First Mortgage Program on behalf of GHFA. The program is available statewide and loans must be originated through a participating lender. The program offers five rate categories based on the loan type and/or credit score along with the loan-to-value ratio.

### **GEORGIA HOUSING TAX CREDIT**

The State began implementation of the Georgia Housing Tax Credit program in SFY2001. DCA also administers this program on behalf of the State. This program provides a state tax credit as an incentive for the development of affordable housing projects. The purpose of this program is to encourage the investment in affordable rental housing projects, which will in turn increase the availability of rental housing units for Georgians.

#### **GEORGIA HOUSING TRUST FUND FOR THE HOMELESS**

The Georgia Housing Trust Fund for the Homeless (HTF) plans to fund emergency shelter, transitional housing, supportive housing, and support service programs in SFY2011 through its allocation of funds from the General Assembly. All programs are administered by DCA on behalf of the HTF.

The first activity, the State Emergency Shelter Grant Program, provides shelter and essential services to homeless persons throughout Georgia by making available HTF funds and Federal ESG funds to nonprofit organizations and local government entities operating homeless shelters and/or providing services to the homeless. This program is expected to provide 45% of the State's non-federal funding match of the 50% required for receipt of the federal ESG funding. The match will also be supported by supplemental costs incurred by sub-recipient programs (in excess of the other 5% to meet the 50% requirement).

Second, the HTF will retain an \$800,000 contribution to the total program funding for the Permanent Supportive Housing Program. The remaining funding for the program will include federal HOME monies. This program provides the capital resources and rental assistance necessary for sustainable supportive housing to assist Georgia's efforts to implement de-institutionalization strategies and further promote Georgia's goal of reducing and eliminating homelessness. This is expected to be accomplished through the production of affordable permanent rental housing with accompanying supportive services for homeless tenants through the allocation of Federal HOME block grant and State Housing Trust Fund assistance.

Third, the State anticipates making \$500,000 in matching dollars available for DCA's Shelter Plus Care initiatives.

#### **RE-ENTRY PARTNERSHIP HOUSING PROGRAM (RPH)**

The State Board of Pardons and Paroles, DCA, and the Department of Corrections jointly administer the Re-entry Partnership Housing (RPH) Program. This program provides housing to convicted felons who remain in prison after the Parole Board has authorized their release due solely to having no residential options. Re-entry housing partners must provide released offenders stable housing and food. The goal of the RPH program is to provide short-term financial assistance to help stabilize an individual's re-entry process to enhance his or her ability to remain crime free. The HTF is the administrative agent for this program. DCA administers the HTF.

## **ONEGEORGIA AUTHORITY**

The OneGeorgia Authority makes grants and loans to local government primarily in rural areas for economic development. The OneGeorgia Authority was created by the Governor and the Legislature to utilize one-third of the state's tobacco settlement to assist the state's most economically challenged areas. Over the 25-year term of the settlement, \$1.6 billion is anticipated to be available. The governing board consists of the Governor, Lieutenant Governor, Office of Planning and Budget, Georgia DCA, Georgia Department of Economic Development, and Department of Revenue. There are seven basic fund areas: Equity, Economic Development Growth and Expansion (EDGE), E-911, Broadband Rural Initiative to Develop Georgia's Economy (BRIDGE), Entrepreneur and Small Business Development Loan Guarantee (ESB), AirGeorgia Fund (Airport Initiative in Rural Georgia) and Strategic Industries Loan Fund. The Equity Fund provides financial assistance to rural communities to help build the necessary infrastructure for economic development and the creation of jobs. Approximately \$15,000,000 is typically allocated annually for capacity building and existing industry through this program. Equity funds are also available as loans for several different types of projects, such as constructing speculative buildings in order to attract additional industries to these regions. The E-911 Fund is devoted to assist counties throughout Georgia in setting up E-911 emergency telephone services in counties that are not currently operating a system. The BRIDGE Fund provides grants for publicly owned infrastructure based on the number of rural counties receiving new or enhanced high-speed broadband services. The ESB Fund provides new financial resources and opportunities for business development in Georgia's at-risk areas by partnering with accredited Georgia financial institutions. AirGeorgia provides grants to integrate airport infrastructure improvements into OneGeorgia's overall plan for rural economic development. AirGeorgia targets the 49 Level I and Level II airports in rural Georgia to accelerate a number of projects including runway extensions, installation of navigational aids, weather reporting stations and other projects deemed necessary to increase accessibility of Georgia's rural airports and communities. The purpose of the Strategic Industries Loan Fund (the "Loan Fund") provides loan assistance for the purchase of fixed assets to eligible applicants that are being considered as a relocation or expansion site for an emerging or development-stage company in a strategic industry targeted by Georgia. The Loan Fund is gap financing that is utilized when the private sector funds (including venture capital, angel or institutional investors, traditional commercial financing, and developer financing) are unavailable and when the health, welfare and economic security of the citizens of the state are promoted through the recruitment, development and retention of emerging and development-stage companies in strategic industries that are creating higher quality jobs.

## **CDBG FUNDS LEVERAGED**

Local government applicants for the CDBG Program can receive additional points in the competition for non-CDBG resources committed to the proposed project. This can be in cash, loans, grants, or in-kind assistance. The 2009 CDBG competition leveraged nearly \$30,000,000 in resources for non-housing community development projects above the required cash match described immediately below.

### **LOCAL CASH MATCH TO THE CDBG PROGRAM**

The Georgia CDBG program requires a local cash match for all non-housing projects. The required cash match is based on the amount of CDBG funds received as follows:

- ☐ 0% for amounts up to \$300,000 in CDBG funds,
- ☐ 5% of amounts from \$301,000 to \$500,000, and
- ☐ 10% of amounts over \$500,000.

The actual cash match to be provided by local government recipients during the last fiscal period totaled \$664,376. DCA estimates that a similar amount will be provided for FFY2010 CDBG funds covered by this Plan. The actual cash match provided will depend on the profile of grants actually funded with these funds.

### **PUBLIC HOUSING**

The State of Georgia does not own, manage, nor operate any public housing as a public housing authority. Neither does the State foresee owning, operating, or managing any public housing in the future. The State does coordinate efforts with public housing authorities as outlined in the *V. Strategic Plan, C. Public Housing* section of this document.

#### **Troubled Public Housing Authorities**

Local public housing authorities (PHAs) are established through the auspices of local government, subject to state enabling legislation. The HUD Office of Public and Indian Housing (OPIH) uses a scoring system by which it can determine if a housing authority is “troubled”. DCA periodically contacts the OPIH Field Office in Atlanta to obtain an updated list of troubled authorities in the state. OPIH can establish a Memorandum of Agreement (MOA) with each troubled PHA that establishes a program that will enable a troubled PHA to resolve their troubling issues.

Upon consultation with the OPIH a determination is made whether or not State assistance is necessary to assist a troubled PHA. In the event that an authority whose service area is not entirely contained within a locality that must prepare a consolidated plan is determined to be troubled, DCA would be prepared to offer technical assistance. This would be offered upon the request of the local public housing authority and would focus on those areas of deficiency contributing to the designation with the intention of assisting in removing the designation.

In December 2009, OPIH indicated that there were eleven qualifying PHAs that met this criterion and had a “troubled” status. Three of these PHAs, Byron, Union City, and Cave Springs have completed their tasks assigned by OPIH in a MOA. As a result, the OPIH Field Office has closed the MOAs and issued letters to the PHAs. Three more PHAs, Abbeville, Manchester, and West Point, have completed all MOA tasks; their MOAs

have been closed also. The Jonesboro and Ringgold PHAs completed all MOA tasks in March and April 2009 respectively. The Vienna PHA still has open MOA items, Cordele is under small PHA deregulation and Conyers had a change in management in June 2009 and is submitting monthly progress reports.

It was determined that these PHAs were in the process of resolving their deficiencies working directly with OPIH and submitting monthly reports, and that no State assistance was necessary at this time. DCA will continue to monitor the status of these troubled PHAs and any other qualifying PHA that acquires a “troubled” status in anticipation of offering technical assistance as needed.

## **F. GEOGRAPHIC/ALLOCATION PRIORITIES**

The geographic area for allocating investment within the state is the entire State of Georgia. Because Georgia’s priority needs are broadly distributed throughout the state, the allocating of funds is not generally based on geography alone. Each program has a unique method of geographic distribution. The State’s CDBG, HOME, ESG, and HOPWA programs are often competitive and all are demand-driven. The ultimate geographic distribution of assistance cannot be predicted. In general, the competitive allocation or “first-come, first-served” nature of the State’s HOME-funded programs prohibits any geographic predetermination for the use of HOME funds. Consequently, local interest and initiative in developing and carrying out programs and projects generally controls the geographic distribution of the State’s investments in housing and community development assistance.

The State does not anticipate any funding set-asides for specific geographic areas of Georgia for the ESG or CDBG programs. Federal ESG and CDBG funding from the State, however, is not made available to the HUD entitlement areas for those programs. HOPWA does have some geographic limitations. For HOPWA, absent extremely unusual circumstances, as determined by DCA, funding will be limited to programs located within the State’s 127-county HUD-defined entitled area. This area excludes counties within the 28-county Atlanta (Barrow, Bartow, Butts, Carroll, Cherokee, Clayton, Cobb, Coweta, Dawson, DeKalb, Douglas, Fayette, Forsyth, Fulton, Gwinnett, Haralson, Heard, Henry, Jasper, Lamar, Meriwether, Newton, Paulding, Pike, Rockdale, Spalding, Troup, and Walton) and the 4-county Augusta (Burke, Columbia, McDuffie, Richmond) entitlement areas. Therefore, the State does not develop allocation priorities on a geographic basis, nor does the state dedicate specific percentages or amounts of funding to particular targeted areas. In addition, these four formula programs are not specifically targeted to areas of minority concentration, but are distributed throughout the state’s non-entitlement areas.

To ensure that the funds are geographically distributed across the state, preference points will be given to those projects located in the counties of greatest need and rural communities. Rural communities are at a disadvantage when they compete with urban communities for grants and/or loan programs because most rural communities lack grant-writing expertise and other planning resources. The problems they face are often different from those in urban communities. DCA is committed to improving the quality of life for low-income Georgians in all parts of the State. DCA understands the rural community’s



challenges and will continue to offer resources and solutions to improve their outcomes and community needs.

#### **G. GEORGIA'S PROPOSED DISTRIBUTION METHOD, GEOGRAPHIC ALLOCATION AND PROGRAM SPECIFIC FEDERAL REQUIREMENTS OF HOME FUNDS**

The Georgia Housing and Finance Authority (GHFA) is the Participating Jurisdiction (PJ) and recipient of the State of Georgia's allocation of HOME funds. GHFA will contract with DCA to administer the programs funded by this HOME allocation.

The State received an allocation of \$24,500,584 in FFY2010 HOME funds to address its housing needs. The State will distribute its FFY2010 HOME funding, State matching funds for SFY2011, program income, and any funding left over from prior year's resources among the seven programs listed below:

- HOME Rental Housing Loan Program provides below market and favorable construction and permanent loan financing terms for the construction or rehabilitation of affordable rental housing. Community Housing Development Organizations (CHDOs) may apply for assistance under this program.
- CHDO Predevelopment Loan Program provides interest-free loans to qualified nonprofit organizations for the preparation of complete and comprehensive applications for financing low- to moderate-income housing developments using DCA's HOME Rental Housing Loan, Georgia Dream Single Family Development or Permanent Supportive Housing Programs. Eligible activities may include the financing of predevelopment costs associated with the eligible project incurred up to the closing of the HOME Rental Housing Program or Permanent Supportive Housing (PSHP)-funded construction loan or the receipt of an application under the Georgia Dream Single Family Development Program. These costs include, but are not limited to, an initial feasibility study, market study, consulting fees, associated expenditures with the preparation of preliminary financial applications to non-DCA funding sources, site control, title clearance fees and expenses associated with architectural, legal engineering and development services. The maximum loan amount is \$30,000.
- Permanent Supportive Housing Program provides construction to permanent financing assistance developers for the construction or rehabilitation of permanent housing for eligible Homeless Tenants. Supportive services must be provided that are applicable to the needs of the targeted population. CHDOs may apply for assistance under this program. To implement this program, the State will use HOME funds in conjunction with an allocation of monies from the HTF. The State will also provide an allocation of project-based Housing Choice Vouchers for all units funded through this program that are located in the State's Housing Choice service area.

- Georgia Dream Second Mortgage Program offers a deferred payment second mortgage of \$5,000 for down payment, closing costs, prepaid expenses and principal reduction for low to moderate income home buyers. Borrowers will be expected to contribute a minimum of \$500 to the purchase transaction and must complete Home Buyer Education provided by a DCA or HUD-approved education counselor prior to closing. Furthermore, the State offers an enhanced amount of financial assistance beyond the \$5,000 that is available to traditional Georgia Dream borrowers. One of these options, Signature Community, is designed to assist employees of a local government that has been designated by DCA as a Signature Community. The Signature Community option loan amount is \$7,500. A second initiative, CHOICE (Consumer Home Ownership of Independence, Choices and Empowerment), is for qualified individuals with disabilities and/or households with members who have a disability that, because of income considerations alone, cannot afford to purchase a home. The CHOICE option offers borrowers a loan amount of either \$7,500 or \$10,000. The loan amount is based on the household annual income and the location of the home. The third option is PEN, which is designed to assist Georgia's heroes who help others in times of need. This program is available to those employed in career fields of Protection, Education and Nurses/Health Care Workers. The "protectors" program category includes police department, sheriff's office, corrections or other law enforcement agencies; local, state or federal fire departments; and active duty military personnel of the U.S. Army, U.S. Navy, U.S. Air Force, U.S. Marine Corps, U.S. Coast Guard, the Army National Guard, and/or the Air National Guard. The PEN option loan amount is \$7,500. The last option is Homeownership Voucher, which provides homeownership opportunities for households, currently receiving Housing Choice Vouchers, wherein the head of household, spouse or dependent is disabled or the head of household is participating in the Family Self Sufficiency Program. This initiative enables a household to purchase a home utilizing the Housing Choice Voucher Program Housing Assistance Payment (HAP) as income for qualifying for a mortgage loan.
- Georgia Dream Single Family Development Program provides gap financing to stimulate the expansion of affordable homeownership opportunities and the reinvestment in distressed neighborhoods. The program provides two forms of assistance: a home buyer subsidy and a development subsidy. The Home Buyer Subsidy is provided for down payment assistance in the form of a deferred payment second mortgage for eligible low-income home buyers. Loans must be used in conjunction with the State's Georgia Dream First Mortgage Program and do not have to be repaid until the property is sold, refinanced or no longer is used by the home buyer as their primary residence. The Development Subsidy is a grant to the Developer to cover the portion of the development cost that exceeds the appraised value of the property. This grant is only provided to the Developer after the unit has been sold to a qualified home buyer. CHDOs may apply for assistance under this program.
- Community HOME Investment Program (CHIP) provides funds to assist local governments, non profit organizations and public housing authorities to implement affordable housing in their communities. CHIP funds may be used to

provide down payment assistance or homeowner rehabilitation funding to eligible low and moderate income households. Assistance may only be provided to households living in communities outside of areas that receive funds directly from HUD as a Participating Jurisdiction under the federal HOME Investment Partnerships Program

- CHDO Operating Assistance Program (COAP) provides qualified State-designated CHDOs with funding to maintain their operations and to develop their capacity to implement future HOME-funded CHDO activities. The maximum grant amount is \$35,000.

## **DISTRIBUTION METHOD**

### **General**

The State anticipates that 35% of its FFY2010 HOME allocation will be made available on a competitive basis in the form of grants, interest bearing or non-interest bearing loans or advances, equity investments, interest subsidies or deferred payment loans. A total of 55% of the FFY2010 HOME allocation will be available on a first-come, first-served basis. The remaining 10% will be reserved for program administrative costs. Refinancing is not an eligible activity under any of its federally funded HOME programs. A summary of the FFY2010 HOME distribution method is provided in Tables 32 and 33 below.

**Table 32: Anticipated Distribution Method of HOME Funding**

Proposed Distribution Method	Percentage Available
Available Competitively	31%
Available First-Come, First-Served	59%
Program Administration	10%

SOURCE: DCA.

**Table 33: Distribution of FFY2010 HOME Funds by Activity**

<u>Activity</u>	<u>Allocation</u>
Downpayment & Principal Reduction to First-time Home Buyers	\$7,377,623
Local Governments for HOME – Eligible Activities Except TBRA & Nonprofits for DPA & Homeowner Rehabilitation	\$2,807,547
Predevelopment Loans to CHDOs	\$0**
Development and preservation of rental housing for families, elderly, special needs, and homeless	\$11,865,356
Operating Assistance to CHDOs	\$0**
Administration - DCA	\$2,266,304
Administration – Local Governments	\$183,754
Total FFY2010 HOME Allocation*	\$24,500,584

\*A minimum of 15%, \$3,675,088, of the total FFY2010 HOME Allocation is reserved to fund housing projects proposed by CHDOs.

\*\*No FFY2010 funding is proposed as prior year funds are available for these activities.

As shown in Table 34, DCA plans to combine these funding amounts with State HOME monies, program income projected to be received from loan repayments during SFY2011, and monies remaining from prior year's allocation. These amounts will be added to the federal allocations to derive the amount allocated to each activity. DCA reserves the right to amend its Action Plan in accordance with the Consolidated Plan rule at 91.505 and 91.115(c)(1), as production demand warrants or to facilitate the use of program income during the course of the program year. Any reallocations will be done in accordance with DCA policy, including the State's Citizen Participation Plan. DCA will give reasonable notice of and an opportunity to comment on substantial amendments.

**Table 34: Total HOME Allocation by Activity**

<u>Activity</u>	<u>Projected Remaining funds 06/30/10</u>	<u>FFY2010 Federal Funds</u>	<u>SFY2011 State Funds</u>	<u>Program Income</u>	<u>Total Funds Available</u>
Downpayment/ Principal Reduction Second Mortgage Assistance	\$0	\$7,377,623	\$1,444,524	\$0	\$8,882,147
Local Communities for HOME-eligible activities	\$475,000	\$2,807,547	\$0	\$0	\$3,282,547
Predevelopment Loans to CHDOs	\$150,000	\$0	\$0	\$0	\$150,000
Operating Assistance to CHDOs	\$155,000	\$0	\$0	\$0	\$155,000
Development or preservation of rental housing for families, elderly, special needs and homeless/special needs	\$9,009,190	\$11,865,356	\$0	\$4,611,403	\$25,485,949
Development of homes for sale to low and moderate income homebuyers	\$700,000	\$0	\$0	\$0	\$700,000
Administration - DCA	\$0	\$2,266,304	\$0	\$500,000	\$2,766,304
Administration – CHIP Subrecipients	\$25,000	\$183,754	\$0	\$0	\$208,754
Total	\$10,625,593	\$24,500,584	\$1,444,524	\$5,000,000	\$41,570,701

Using the allocations identified for each activity, DCA will implement seven programs. Table 34a matches each Activity with the corresponding program(s).

**Table 34a: HOME Allocation Activity to Program**

<u>Activity</u>	<u>Program</u>
Downpayment/Principal Reduction Second Mortgage Assistance	Georgia Dream Second Mortgage
Local Governments & Nonprofits for DPA& Homeowner Rehabilitation	CHIP
Predevelopment Loans to CHDOs	CHDO Predevelopment Loan
Operating Assistance for CHDOs	CHDO Operating Assistance Program
Development or preservation of rental housing for families, elderly, special needs, and homeless	HOME Rental Housing Loan and Permanent Supportive Housing
Development of homes for sale to low and moderate income homebuyers	Georgia Dream Single Family Development Program
Administration - DCA	Administration - DCA
Administration - Local Governments	Administration - CHIP

The State of Georgia follows applicable citizen participation requirements specified in the regulations for the Consolidated Plan, which were issued January 5, 1995. A formal written Citizen Participation Plan (CPP) became effective July 1, 1996, and was amended on November 15, 2000. The CPP contains the required elements listed in Regulations 24 CFR 91.105.

Any individual transfer of money between activities of more than 10% of the total allocation will be considered to constitute an Amendment and an individual transfer of money between activities of 50% or greater will be considered a Substantial Amendment. DCA will follow the policies and procedures established within the Citizen Participation Plan when a Substantial Amendment occurs. Substantial Amendments to the Consolidated Plan require public notice and the opportunity for citizen participation. A Substantial Amendment is defined in Section IV of the Citizen Participation Plan and is a major change in an approved strategy. It involves a change to the five-year strategy, which may be caused by a decision to undertake programs or activities inconsistent with that strategy. Citizens will have the opportunity to comment on substantial amendments to the Plan before they are officially adopted. Notice of the availability of substantial amendments will be provided on DCA's website and by posting at DCA's offices. Citizens will have at least (30) days in which to examine the amendments and provide comments before they are officially adopted. DCA will consider any comments received

regarding the amendments. A summary of these comments or views will be attached to the amendments.

DCA will perform continuous financial review of each activity to ensure funding amounts are allocated to each activity to carry out the activity. DCA expects to receive Program Income on an on-going basis from previous funding years' program activities and will fund project draws using Program Income received during the program year. Projects may be funded over a course of several program years due to the 12-18 months required for project construction and lease-up. As a result, a project awarded funds during this program year will likely utilize Program Income generated in SFY2011 and beyond. DCA will reuse this Program Income by helping low-to moderate income persons with decent, safe and affordable housing.

### **Application Processes**

DCA will directly administer the Georgia Dream Second Mortgage Program including the enhanced financial options of CHOICE, Signature Community, Homeownership Voucher, and PEN through a statewide network of participating lenders. Applications will be reviewed following standard underwriting criteria using DCA's applicable compliance guidelines. Requests will be funded on a first-come, first-served basis based on the criteria established for each set-aside.

DCA will also directly administer its HOME Rental Housing Loan Program. All complete applications will be evaluated and competitively ranked according to criteria outlined in the State's Qualified Allocation Plan.

DCA will request applications for the Permanent Supportive Housing, CHDO Operating Assistance, CHDO Predevelopment Loan, and Georgia Dream and Single Family Development programs through a Notice of Funding Availability. DCA will evaluate applications to these programs on a first come, first served basis using criteria established in the applicable program description and accompanying program manual.

HOME resources allocated to CHIP will be made available to eligible local governments and nonprofit entities through a single application process. Successful applicants will administer HOME funds on behalf of the State according to applicable federal and State program guidelines.

### **General Application Guidelines**

Every application must meet certain minimum program requirements as outlined below to be considered for funding:

- All applications must be eligible entities;
- All activities undertaken with HOME funds must be eligible;
- The minimum amount of HOME funds that can be invested in a project involving rental housing or homeownership is \$1,000 per unit;

- The minimum amount of HOME funds that can be invested in a project involving tenant assistance is an average of \$1,000 per household per funding year;
- The proposed project must be economically feasible;
- The maximum award per project varies by program, ranging between \$5,000 and \$3.5 million;
- All proposals must meet all HUD regulations for the HOME program as published in the Federal Register under 24 CFR Part 92 as amended;
- Local governments applying for HOME funding must demonstrate maintenance of their level of commitment to housing with other programs. A proposed budget that indicates a level of funding consistent with assistance provided to housing over the last three years will be considered evidence of maintenance of effort; and,
- New construction must meet all applicable HUD standards.

Within each of the State's HOME-funded programs, all requests must follow established program-specific application guidelines to be considered for funding.

#### **HOME Rental Housing Loan Program**

This project financing resource will be distributed through a competitive selection process and evaluated based on standards established by the State's approved Qualified Allocation Plan (QAP).

DCA will make the QAP, the associated application manual, and the electronic application available on its web site. DCA will notify all contacts on its mailing list of its release in January. Applications will be evaluated and scored based on the criteria established in the QAP. A copy of the QAP is provided in Appendix E to this Action Plan. Section 13 of the QAP describes the process to evaluate applications.

#### **CHDO Predevelopment Loan Program**

DCA will solicit applications to the CHDO Predevelopment Loan Program (CPLP) by means of a Notice of Funding Availability published on its web site and mailed to previous participants and other interested parties. Funds may be used to finance predevelopment activities incurred up to the closing of the HOME Rental Housing or Permanent Supportive Housing loan or the award of funding under the Georgia Dream Single Family Development Program. Eligible activities include, but are not limited to, market studies, title searches, environmental reviews, and appraisals. Loans of up to \$30,000 will be interest-free for a maximum term of 24 months. If the subsequent financing application to the HOME Rental Housing Loan or Permanent Supportive Housing programs is approved, the predevelopment loan will be rolled into the project's construction financing. CPLP loans made for approved applications to the Georgia Dream Single Family Development program will be repaid from proceeds made from the sale of each unit to an eligible home buyer. If the proposed developments are determined to be infeasible or it is determined that there are impediments to the project development

that are reasonable and beyond the control of the CHDO, then the loan repayment may be forgiven

### **CHDO Operating Assistance Program (COAP)**

DCA will utilize funding from prior HOME allocations to provide operating assistance to CHDOs. As part of the application process, a CHDO must complete the Capacity Assessment Tool (CAT) to identify required improvement areas for the CHDO to support a sustainable organization capable of future housing development activities. Up to \$35,000 in COAP funds may be used for eligible operating expenses supported by the conclusions and evaluations of the CAT. To participate in this program, the organization must be certified by the State as a CHDO. In addition, the CHDO must have closed a DCA HOME loan that has not yet converted to a permanent loan or been awarded a Single Family Development project and sold at least 50% of the units proposed in the SFDP project. Applications will be accepted on a first come, first served basis until all the funds are committed or DCA suspends acceptance of future applications.

### **Permanent Supportive Housing Program**

DCA will solicit applications to the Permanent Supportive Housing Program initially by means of a Notice of Funding Availability (NOFA) that will be posted on the DCA website.

Applications are accepted on a continuous basis and will be evaluated as they are received in accordance with DCA's Funding Reservation and Preliminary Commitment of Funds policy for PSHP projects. Funding decisions will generally be made on a first come, first served basis and evaluated in accordance with applicable minimum threshold requirements and policies described in the NOFA and the DCA Application Manual. Funding decisions will be based upon factors including market and financial feasibility, income and rent restrictions, site and location characteristics, proposed development characteristics, and compliance history. The rental and operating subsidies need not be in place at the time of application, but must be in place within ninety (90) days of application submission to DCA. Documentation that the rental and operating subsidies have been secured or have been applied for must be submitted with the application. DCA reserves the right to negotiate with applicants over these thresholds and program criteria. Loan commitments will only be made upon the endorsement of a loan application by DCA in its sole and absolute discretion.

### **Georgia Dream Second Mortgage Program including the CHOICE, Signature Community, and PEN options**

A first-time home buyer must apply for any of these deferred payment options through one of DCA's participating lenders located across Georgia. A borrower must have a sales contract to purchase a home before the application can be made. However, a borrower is encouraged to contact a participating lender prior to signing a sales contract to review the borrower's credit history and to determine an affordable home price range. Once



received, the participating lender and DCA will review the application according to lending industry standards and DCA guidelines established for each funding type.

All borrowers are required to receive home buyer education prior to loan closing from one of the nonprofit housing counseling agencies to which DCA provides financial support or from another nonprofit or for-profit source meeting DCA's home buyer education requirements.

### **Georgia Dream Second Mortgage Program - Homeownership Voucher option**

DCA will solicit applications to the Homeownership Voucher Program by sending an announcement to eligible families identified by DCA's Housing Choice Voucher Rental Assistance program. Eligible households seeking homeownership assistance will be asked to complete a statement of interest and return it to DCA by a specific deadline.

### **Community HOME Investment Program (CHIP) (Regular Program)**

Local governments and nonprofit entities seeking HOME funding assistance through CHIP must apply directly to DCA. Applications will only be accepted for activities outside of a locality designated by HUD as a HOME participating. Applicants are evaluated based on the Rating and Ranking Criteria established within the Program Description.

### ***HOME and CHDOs***

A Community Housing Development Organization (CHDO) is a nonprofit housing, community-based service development organization that has obtained or intends to obtain the staff with the capacity to develop affordable housing and as outlined in Section 92.2 of the Final HOME Rule. A minimum of 15% of the State's HOME funds are reserved to fund housing projects proposed by organizations that meet the CHDO definition.

During each calendar year, the State issues qualification applications to all nonprofit organizations that have expressed an interest in applying for CHDO status. Additionally, the state coordinates with HUD technical assistance providers, the Housing Assistance Council and the Enterprise Foundation to ensure that these groups contact Georgia's pre-qualified CHDOs to discuss available technical assistance opportunities. Interested organizations must meet the following requirements to become a CHDO:

#### **Federal CHDO Requirements**

1. Legal Structure
  - a. Organized under state/local law
  - b. Purpose of organization: provision of decent housing that is affordable to low-and moderate income persons must be include among the purposes in the organization and evident in the charter, articles of incorporation, by-laws or resolution of the board of directors.
  - c. No individual benefit

- d. Clearly defined geographic service area
- e. IRS nonprofit status- tax-exempt ruling under Section 501(c)

## 2. Organizational Structure

- a. At least one-third of Board members must be representatives of the low income community
- b. No more than one third are public employees
- c. Provide a formal process for low income program beneficiaries to advise on the design, location of sites, development and management of affordable housing.
- d. Public sector limits: A maximum of one-third may consist of representatives of the public sector.
- e. PJs, public bodies or instrumentalities are prohibited.
- f. Sponsored CHDOs: Nonprofits that have been sponsored by other nonprofits, charities, religious organizations, local or state government, public agencies or for profit corporations may qualify.

## 3. Capacity and Experience

- a. Paid professional staff to train key staff with limited or no experience or demonstrated staff capacity
- b. Relationship with for-profit entities as sponsors or having control is limited
- c. Financial accountability standards that conform to 24 CFR 84.21.
- d. One year experience serving the community where it intends to develop the HOME-assisted housing.

## **State CHDO Requirements:**

### In-State Nonprofits:

- 1) Financial viability of the nonprofit based on a review of audited financial statements to ensure viability and capability of performing housing development functions.
- 2) CHDOs are allowed to have as their service area up to 1/3 of the State's counties.

### Out-of-State Nonprofits:

In addition to the requirements for in-state nonprofits, an out-of-state nonprofit must also have:

- 1) An office in Georgia
- 2) Paid staff located in Georgia, and
- 3) A board comprised of no less than 51% Georgia residents.

Once DCA has reviewed the applications and determined that all federal and state requirements have been met, a letter is issued confirming CHDO status. The pre-certification process only occurs if nonprofits are interested in participating in any of the State's programs for CHDOs. An organization must complete the CHDO qualification

process prior to making application to these programs. As of December 31, 2009, the State has prequalified 25 nonprofits as CHDOs.

During SFY2011, the State will make funds available to CHDOs to develop and manage decent, affordable low-income housing. Funds will be made available to CHDOs for three purposes:

- 1) Construction and permanent financing for the construction or rehabilitation of rental housing that is located in any jurisdiction across Georgia through the HOME Rental Housing Loan and Permanent Supportive Housing programs.
- 2) Interest-free predevelopment loans for the preparation of complete and comprehensive applications for financing low to moderate income housing developments using DCA's HOME Rental Housing Loan, Georgia Dream Single Family Development, or Permanent Supportive Housing programs.
- 3) Home Buyer and Developer Subsidies made available through the Georgia Dream Single Family Development Program.

#### **Matching Requirements for the HOME Program**

The HOME Program requires that the State contribute non-federal resources to affordable housing that totals at least 25% of the HOME funds drawn down within each federal fiscal year. The State will utilize funds appropriated by the State General Assembly, the proceeds of mortgage revenue bonds issued by GHFA, and the Georgia Housing Tax Credit to meet the State's HOME program match requirements. Other forms of match will be contributed as available on a project by project basis. The State has been granted a HOME Program match waiver for FFY2010 for the 17 counties included in the September 24, 2009 presidentially declared disaster area related to severe storms and flooding. As a result, no match liability will be incurred for any HOME project funds expended in these areas during this reporting period.

The monies from the State General Assembly will be loaned to applicants in accordance with HOME program guidelines and the repayments of these dollars will be used as HOME funds.

#### **Geographic Allocation of HOME Funds**

In general, the competitive allocation or "first-come, first-served" nature of the State's HOME-funded programs prohibits any geographic predetermination for the use of HOME funds. As reported in its HOME Annual Performance Report for SFY2009 (July 1, 2008 through June 30, 2009), the State spent a majority of its funds in urban counties. Slightly under \$15 million (60%) in HOME funds were spent on affordable housing located in urban areas; while \$9.7 million (40%) of its funds were used in rural areas. The report also noted that 1,032 units (70%) were created in urban areas, while 440 units (30%) were located in rural communities.

The State will continue to take additional steps to reduce its concentration of HOME resources in urban areas and increase the expenditure of HOME funds in the State's rural counties, the following steps will continue in SFY 2011:

- The State will continue its expanded homeownership marketing efforts in rural areas utilizing five full-time staff working with lenders, local officials, and other community leaders to increase the rate of homeownership in their area. Four of the five marketing staff members spend the majority of their time working outside of metropolitan Atlanta.
- The interest rate of the Home Buyer Program loan used in conjunction with Georgia Dream Second Mortgage loan is typically lower for homes located in mostly rural, targeted areas of Georgia.
- The State will continue evaluating the structure of its existing programs to broaden the availability of State resources to Georgia low and moderate income households.
- The State will continue implementation of its HUD-funded Housing Counseling program that is designed to educate potential home buyers on the home buying process. Administered through several housing counseling and nonprofit agencies across Georgia, this program provides individualized pre-purchase housing counseling and post-purchase follow-up services respectively to potential or recent home buyers. Using State funds and administered through a network of nonprofit providers, the State also offers Consumer Education Seminars in a group settings that are geared to promoting a general awareness of the advantages and responsibilities of homeownership. Graduates of the course receive a certificate that satisfies the homebuyer-counseling requirement for Fannie Mae, Freddie Mac and GHFA.
- The Georgia Initiative for Community Housing, a joint program of DCA, the Georgia Municipal Association, and the University of Georgia's Housing and Demographics Research Center provides a series of facilitated retreats and direct technical assistance to selected communities over a three-year period as the communities develops and implements affordable housing strategies.
- DCA's Community Housing Initiative will continue to encourage housing activity in rural areas of Georgia. DCA provides technical assistance and coordination services to local interests for the development of locally driven initiatives to increase the housing supply in the community.
- To enhance the competitiveness of rural applications, the 2010 QAP provides three points to Applications that meet DCA's criteria for Rural Smart Growth Development. DCA defines Rural Smart Growth Development as the encouragement of rural housing development near or within areas of existing established development that minimizes the use of natural resources, maximizes the use of existing utilities and infrastructure, and reduces the need for individual transportation. The QAP also provides two points in the scoring allocation to projects that have less than 80 units and are located in rural areas as defined by the QAP. The 2010 QAP also sets aside 30% of the available 9% credits for applicants proposing housing developments in rural areas. Applicants funded under the rural set-aside will receive preference in the allocations of loans.

- DCA will continue to support financial literacy through Money Smart Financial literacy curriculum, a training program to help adults outside the financial mainstream enhance their money skills to increase fair housing and homeownership.
- DCA will continue its partnership with Southwest Georgia Housing Task Force providing assistance implementing their regional strategies.
- DCA will continue to sponsor ongoing training to nonprofit developers on how to begin developing single-family housing for homeownership as requested and as funding is available. The training includes an overview of program requirements and the application process for DCA's Georgia Dream Single Family Development Program. The program, entitled "Opening Doors through Single Family Housing Development," provides information on how to develop and preserve affordable single family housing within local communities.
- DCA will continue its partnership with Regional Commissions to provide fair housing material to local governments in the comprehensive planning workshops.

### **Program Specific Requirements**

#### ***Guidelines for Recapture of HOME Funds Used for Home Buyers under the Georgia Dream Second Mortgage Program including the Signature Community, PEN, CHOICE, and Homeownership Voucher options:***

As previously discussed, the State proposes to operate a second mortgage program with several enhancement options designed to assist first-time home buyer program using HOME funds: Signature Community, PEN, CHOICE, and the Homeownership Voucher, collectively referred to in this section as the "HOME Loan." Each program will provide assistance to low and moderate income families and individuals who are first-time home buyers for principal reduction and to cover the down payment, closing costs and prepaid expenses associated with their home purchase.

The Period of Affordability for all the HOME Loans under \$15,000 is six years and 11 years for all HOME Loans \$15,000 or higher. If a home with a HOME Loan is sold within nine years of the loan closing, the borrower is subject to possible recapture tax and must report it on their annual tax return using IRS Form 8828, "Recapture of Federal Mortgage Subsidy." The HOME investment that is subject to recapture is based on the amount of HOME assistance that enables the homebuyer to buy the dwelling unit.

DCA will follow the guidelines indicated below for all HOME Loans both during and after the affordability period associated with the HOME assistance:

#### **Sale, Transfer or Foreclosure:**

In the event the borrower sells the property at fair market value either outright or through a pre-foreclosure sale, transfers the mortgaged property, or if the mortgaged property is foreclosed upon, and after the first lien holder (and any other higher priority liens) is satisfied, DCA will employ the shared net proceeds option in accordance with 24 CFR Part 92.254(a)(5)(ii)(A). The remaining funds will be

accepted based on the Settlement Statement as the net proceeds of the sale and as the amount of HOME funds subject to recapture as provided in 24 CFR Part 92.254(a)(5)(ii)(A)(3). DCA will write-off the remaining balance. DCA will satisfy the security deed and will not pursue any further collection efforts.

Assumption of the First Mortgage:

DCA will allow an assumption of the HOME Loan by an income-eligible borrower who is assuming the first mortgage. DCA will charge the borrower a processing fee of \$125 to cover the administrative cost of underwriting an assumption.

Subordination of the HOME Loan:

Under specific conditions, DCA will agree to subordinate the HOME Loan to a refinanced first mortgage or a home equity loan.

In order to determine the amount of the home equity loan or the new first mortgage, DCA will review the HUD-1 Settlement Statement or other documentation DCA determines is appropriate. DCA will charge the borrower a processing fee of \$125 to cover the administrative cost of the subordination.

**Guidelines for Recapture of HOME Funds Used for the Georgia Dream Single Family Development Program**

The Period of Affordability for the Georgia Dream Single Family Development Program assisted units is 11 years. The period of affordability must be guaranteed in the terms of the home buyer's loan through a deed restriction. The period of affordability can only begin once the property is sold to an eligible low- to moderate-income home buyer. This period of affordability must be enforced based on recapture restrictions and these provisions will be incorporated into the terms of the Home Buyer Subsidy received by the home buyer. DCA will follow the recapture guidelines for HOME Loans indicated above both during and after the affordability period associated with the HOME assistance.

The Developer Subsidy is not subject to recapture under these provisions.

Note: No FFY2010 funds have been allocated to this program. Recapture guidelines will be enforced on new projects receiving funds remaining from previous funding years.

**Guidelines for Recapture of HOME Funds Used for CHIP**

For CHIP, the policy of DCA for the recapture of HOME investments in cases where the borrower does not occupy the house for the full term of the affordability period is derived from the HOME program regulations at 92.254(a)(5)(ii)(A) and section 215(b)(3)(B) of the National Affordable Housing Act. DCA has selected option number three, shared net proceeds, as set forth in paragraph 92.254(a)(5)(ii)(A)(3) of the program regulations. If the net proceeds are not sufficient to recapture the full amount of the CHIP investment plus enable the homeowner to recover the amount of the homeowner's down payment

and any capital improvement investment made by the homeowner since purchase, the community must share the net proceeds with the homeowner.

In this case, the net proceeds will be divided proportionally as set forth herein by mathematical formula:

A = HOME amount to be recaptured

B = amount to homeowner

$$\frac{\text{HOME investment}}{\text{HOME investment} + \text{homeowner investment}} \times \text{Net proceeds} = A$$

HOME investment + homeowner investment

$$\frac{\text{Homeowner investment}}{\text{HOME investment} + \text{homeowner investment}} \times \text{Net proceeds} = B$$

HOME investment + homeowner investment

If there are no net proceeds, repayment of the note is not required.

In the event the net proceeds exceed the amount necessary to repay both the homeowner's investment and the HOME (CHIP) subsidy, the excess proceeds will be paid to the homeowner.

The DCA recapture policy for the CHIP Program is the same for voluntary and involuntary sales.

In the event a first mortgage held by Habitat for Humanity is foreclosed upon by Habitat for Humanity, DCA will approve a Habitat for Humanity eligible low income substitute mortgage. In this event, the full affordability period will start over.

### **Refinancing**

Refinancing as a stand alone activity is not eligible under the HOME program.

### **Tenant-Based Rental Assistance**

The State does not may propose to provide tenant-based rental assistance during SFY2011 using an allocation of FFY2010 HOME funds. However, if the State proposes such a program any tenant-based rental assistance program will be implemented in accordance with applicable HUD regulations found at 24 CFR 92.209-92.211. A Substantial Amendment to the SFY2010 Action Plan will also be issued to insure adequate opportunity for public comment.

### **Other Forms of Assistance**

The State does not anticipate investing HOME funds in other forms than described in 24 CFR Section 92.205(b) of the HOME Investment Partnership Final Rule regulations

effective October 1, 1996 and as subsequently amended. The State will notify HUD as appropriate if any changes are proposed.

### **Affirmative Marketing**

#### **General:**

The State's affirmative marketing goal for the HOME program is to ensure that persons of all racial, ethnic and gender groups have the opportunity to rent or own a HOME-assisted unit. The State will carry out this policy through the affirmative marketing procedures established in accordance with the Final HOME Rule. These procedures are intended to further the objectives of Title VI of the Civil Rights Act of 1964, the Fair Housing Act, the Age Discrimination Act of 1975, Section 504 of the Rehabilitation Act of 1973, Section 3 of the Housing and Urban Development Act of 1968, and Executive Orders #11063 (as amended by Executive Order #12259) and #11246.

The State's affirmative marketing procedures do not apply to HOME-assisted projects containing less than five housing units, families with housing assistance provided by a public housing authority, or families with tenant-based rental assistance provided with HOME funds.

#### **Affirmative Marketing Procedures:**

##### **Informing the Public, Owners and Potential Tenants about the Affirmative Marketing and Fair Housing Laws.**

As indicated below, the State will inform the public, owners, and potential tenants about state and federal fair housing laws and the State's affirmative marketing program. In addition, the State will require the same of State recipients, subrecipients, CHDOs, prime contractors, and owners of HOME-assisted housing.

- 1) The State will incorporate information on fair housing and affirmative marketing into all appropriate HOME Program meetings open to the public or to potential participants. The State will conduct public meetings for potential participants in geographically distributed areas of the State, and will require that all state recipients and subrecipients in the HOME-funded programs conduct a public meeting for potential participants as well. Advertisements for the meetings must be published in the local media and state that the HOME programs are equal housing opportunity programs.
- 2) All appropriate printed materials associated with the HOME-funded programs and distributed to the public will contain the equal housing opportunity logo. The State will require recipients, subrecipients, CHDOs, prime contractors, and owners of HOME-assisted housing to include the equal housing opportunity logo in any of its printed materials distributed to the public.
- 3) The State will provide to all current tenants of any existing building being considered for assistance through the HOME Program a briefing and a written



description of the tenant's rights as guaranteed through the HOME Program as related to federal fair housing laws and the State's affirmative marketing program.

- 4) The State will develop and maintain a solicitation list of potential participants in the HOME-funded programs and will require that state recipients and subrecipients develop and maintain a solicitation list of potential participants in their HOME-funded programs as well.

#### Informing Potential Tenants of the Availability of HOME-Assisted Housing:

The State will take actions to attract eligible persons from all racial, ethnic and gender groups in the housing market area to the available HOME-assisted housing in said area.

- 1) The State requires that state recipients, subrecipients, CHDOs, prime contractors, and owners of HOME-assisted housing inform and solicit applications from persons in the housing market area who are not likely to apply for housing without special outreach. This may be accomplished by posting and/or distributing information (flyers and/or brochures) in such places as community organization facilities, places of worship, employment centers, fair housing organizations, or housing counseling agencies.
- 2) The State recommends that all owners of HOME-assisted rental housing contact the appropriate DCA regional office to advise the State of any anticipated vacancies in HOME-assisted units. DCA will use the HUD-approved procedure for informing families on the Housing Choice Voucher Program waiting list of the availability of these units.

#### Special Outreach Procedures:

- 1) The State requires that, to the greatest extent feasible, state recipients, subrecipients, CHDOs, prime contractors, and owners of HOME-assisted housing provide opportunities for training and employment of low-income persons residing within the housing market area of the HOME assisted housing.
- 2) Furthermore, the State requires that, to the greatest extent feasible, project-related contracts for work on HOME-assisted housing be awarded to business concerns located in or owned in substantial part by persons residing in the housing market area where the HOME-assisted housing is located.

#### Compliance:

- 1) The State requires that the state recipients, subrecipients, CHDOs, prime contractors, and owners of HOME-assisted housing comply with the State's affirmative marketing plan as a condition of assistance. This requirement is included as a legal covenant in the appropriate performance agreement.
- 2) The State will not release funds for projects unless the entire affirmative marketing plan criteria has been met.
- 3) The State monitors the implementation of affirmative marketing plans developed by HOME recipients to ensure full compliance with the State's goals. Documentation of phone calls, letters, questionnaires and on-site visits ensure that all marketing efforts are obtained. Each general partner of a

HOME-funded rental housing development must sign an annual owner certification that attests that the property is adhering to the HOME program requirements.

Recordkeeping Procedures:

- 1) The State will maintain records that will describe affirmative marketing activities undertaken and will require state recipients, subrecipients, CHDOs, prime contractors, and owners of HOME-assisted housing to maintain records and submit annual reports on their affirmative marketing activities to the State as a condition of receipt of HOME funds. In addition, the State maintains a record of all published notices and newspaper articles concerning the HOME programs.
- 2) The State requires the owner to assess annually their affirmative marketing efforts and describe the method of self-assessment used.

Affirmative Marketing Activity Assessment and Corrective Actions:

- 1) The State will review the success of its affirmative marketing activities associated with the HOME Program and will take corrective action to strengthen any weaknesses in its affirmative marketing activities. This assessment will also be completed for each state recipient, subrecipient, CHDO, prime contractor, and owner of HOME-assisted housing over four units. This confirmation occurs annually that the Affirmative Fair Housing Marketing Plan needs no revisions, has not been revised and reviews all documentation of the properties' efforts. Smaller housing projects will be assessed every two years. Each will be required to take corrective action to strengthen any weakness. Failure to do so may result in the pursuit of remedies by the State.

**Minority Outreach Efforts**

**Homeownership**

Homeownership is a cornerstone of America's healthy, vibrant communities, and helps families to build stability and long term financial security. Sadly, homeownership is out of reach for many Americans especially for low income, minority households. For millions of these families, homeownership is a distant, unreachable dream. DCA does not specially have a program targeted towards any particular minority or ethnic group, but is committed to ensuring that homeownership opportunities are available to all Americans and to policies that would help more families open the doors of homeownership. DCA has established goals to remove barriers and foster opportunities for homeownership. DCA abides by all regulations under the Fair Housing and Equal Opportunity laws. DCA empowers Georgians by:

1. Providing curricula, materials, financial assistance, training, and certification to nonprofit agencies to educate home buyers.

- a. Requiring home buyer education to receive down payment assistance.
  - b. Referring potential consumers to local agencies for the actual classes
2. Proactively preventing housing discrimination through outreach and the enforcement of the State and federal fair housing laws by:
  - a. Educating lenders, real estate professionals and builders to comply with the laws.
  - b. Undertaking a cooperative effort to increase access to the nation's housing stock so that more Americans can choose to live where they want to live.
  - c. Reviewing loan papers and loan terms under the Georgia Fair Lending Act through contract counseling agencies.
3. Promoting Financial Literacy by teaming with the Georgia Consortium for Personal Financial Literacy Group to encourage wise decisions for consumers.
4. Working with lenders to identify high cost loans and HUD's Office of RESPA and Interstate Land Sales to vigorously enforcing RESPA laws to fight predatory lending. DCA will not purchase any high cost loans as defined by the Georgia Fair Lending Act (GFLA).
5. Collaborating with the Georgia Real Estate Fraud Prevention & Awareness Coalition (GREFPAC), which creates environments that promote honesty, openness and fairness in real estate transactions.
6. Distributing brochures and other information booklets at most DCA functions and as requested.

## **General**

DCA programs are not specifically targeted to areas of minority concentration, but are distributed throughout the state targeted for activities that serve LMI persons. Minority beneficiary data for race, ethnicity and female head-of household is also summarized in each year's CAPER.

Nevertheless, DCA makes a special effort to inform minority groups of HOME Program opportunities by requiring that each recipient of HOME funds through the HOME Rental Housing Loan, Georgia Dream Single Family Development, and Permanent Supportive Housing Loan programs develop and implement an Affirmative Fair Housing Marketing Plan. This plan outlines actions the developer will take to attract to the project eligible persons from all racial, ethnic and gender groups, especially those households least likely to apply for the housing without special outreach. Concerted efforts continue to be made

to inform local governments, nonprofits, for-profit developers, public housing authorities and others about the affirmative marketing requirements of the HOME program.

DCA within each of its programs requires each State Recipient and each owner of five or more rental or homeowner housing units to develop and implement an Affirmative Fair Housing Marketing Plan (AFHMP) and a Minority Business Enterprise/Women Business Enterprise Outreach Plan (MBE/WBE). DCA reviews and approves all AFHMP and MBE/WBE plans before any written agreements are signed or funds are disbursed.

To ensure, to the greatest extent possible, that tenants and residents of public housing, manufactured housing and other families assisted by public housing agencies are aware of the funds available through the HOME program, DCA will take steps such as the Office of Affordable Housing providing Georgia Dream program information to participants of their workshops.

#### **H. GEORGIA'S PROPOSED DISTRIBUTION METHOD, GEOGRAPHIC ALLOCATION AND PROGRAM SPECIFIC FEDERAL REQUIREMENTS OF CDBG FUNDS**

This section describes the proposed method for distributing funds to local governments making application for the State's CDBG Program. DCA is the administrative agent of the state for distribution of federal CDBG funds to "non-entitlement" local units of government. The State will receive \$43,644,802 in FFY2010 CDBG funds to address housing and community development needs.

As outlined in Title I of the Housing and Community Development Act, the primary goal of the CDBG Program is the development of viable communities, by providing decent housing and suitable living environments and by expanding economic opportunities, principally for persons of low- and moderate-incomes. In addition to the national program goals and objectives outlined by this Act, the State has designed its CDBG program to do the following:

- Address community priorities;
- Ensure fairness in the treatment of all applications;
- Promote the development of affordable housing;
- Assist communities in preserving and developing basic infrastructure and public facilities; and
- Support economic development activities that principally benefit low- and moderate-income persons through job training and job creation.

#### **Method of Distribution**

#### **Eligible Applicants**

Eligible applicants are units of general-purpose local government, excluding those cities and counties eligible to participate in the urban counties or metropolitan cities "CDBG Entitlement Program" of HUD.

### **Geographic Allocation**

The State does not intend to impose any geographic restrictions in the method of distribution. State CDBG funds serve communities throughout the state, excluding Georgia's entitlement communities that receive funds directly from HUD.

### **Revitalization Area Incentives**

For the FFY2010 CDBG Annual Competition, DCA will continue incentives for the development of comprehensive community revitalization strategies. Communities opting to develop and implement these strategies will be given the opportunity to:

- Apply every year
- Receive bonus points
- Obtain approval of budget line items for limited planning monies that will be directed towards the assessment and remediation of a specific blighted site, facility or brownfield.

The Revitalization Area program rewards innovative local strategies and recognizes that no one strategy or design will work for Georgia's diverse communities. Applicants must show their commitment to targeted areas by developing a local investment program geographically aimed at census block groups of 20 percent or greater poverty and by incorporating a locally driven collaborative approach to community and economic development.

Revitalization strategies developed by applicants must demonstrate the support or "buy-in" of the businesses and residents in the targeted areas. As such, during the Revitalization Area designation process, applicants must develop and demonstrate robust public advisory processes. Local governments also are encouraged to provide local incentives, and design local solutions that enhance the potential for redevelopment and revitalization.

CDBG Revitalization Area activities must take place within a DCA-designated "Revitalization Area." As outlined above, Revitalization Areas will be designated through a separate designation process as outlined in the Revitalization Area Strategy Manual, on RAS Forms 1 and 2, and at [www.dca.state.ga.us](http://www.dca.state.ga.us).

### **Types of Grants**

During the FFY2010 program year, the Georgia CDBG program is divided into four separate components: (1) The Regular Annual Competition, (2) The Immediate Threat and Danger Grant Program, (3) The Employment Incentive Program (EIP) and (4) The Redevelopment Fund

- A) Applications under the Annual Competition must be for either a single-activity or a multi-activity grant:
- 1) Single-activity grant applications must be structured to address problems within one of the following three areas: (a) housing, (b) public facilities, or (c) economic development. Single-activity grant applications may qualify for Revitalization Area bonus points.
  - 2) Multi-activity grant applications must involve two or more activities that address community development needs in a comprehensive manner. This funding component requires an applicant to address problems within more than one of the areas listed above. Multi-activity grant applications may qualify for Revitalization Area bonus points.
- B) Immediate Threat and Danger (ITAD) applications must address an event or situation that has a particular urgency and uniqueness which adversely affects or affects a community and its citizens and where other financial resources are not available to meet such needs. Through submittal of this Plan, the State is certifying that this activity is designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community and other financial resources are not available.
- C) Employment Incentive Program (EIP) applications must provide for the creation and/or retention of jobs, or job training, principally for persons who are low- and moderate-income. Typically, this includes loans to private for-profit entities or the provision of infrastructure improvements.
- D) The Redevelopment Fund applications should generally be targeted to projects that will leverage private sector investments in blighted downtown commercial and industrial areas. Projects that meet HUD's "slum and blight" (on either a "spot" or an "area" basis) national objective are encouraged.

### **Maximum Grant Amounts**

Annual Competition: Single Activity	\$500,000
Annual Competition: Multi Activity	\$800,000
Immediate Threat and Danger Program	\$ 50,000
Employment Incentive Program	\$500,000
The Redevelopment Fund	\$500,000

Note that the maximum grant amount for the EIP or the ITAD Program may be increased. See specific program descriptions for details.

### **Restrictions on Eligibility for Competition and Award**

- A) Only one single- or multi-activity application per general purpose local government, whether individually or jointly submitted, shall be eligible for competition under the Regular Annual Competition.
- B) Only one single- or multi-activity award under the Regular Annual Competition may be received by any general purpose local government.
- C) No recipient of a single- or multi-activity award under the Regular Annual Competition shall be eligible to compete for or receive another single- or multi-activity award from the next fiscal year's Regular Annual Competition allocation except for recipients applying for activities within a DCA-approved Revitalization Area who may apply annually. This restriction does not apply to the Immediate Threat and Danger Program, the Employment Incentive Program, any community designated as an Enterprise Community, the CDBG Loan Guarantee Program, or the Redevelopment Fund. In addition, communities designated by DCA as a "Water First Community," or a "Georgia Signature Community," or participating in the Communities of Opportunity program may apply annually as described in the Application Manual. Water First communities must propose water improvements as the primary purpose of the grant in order to apply annually.
- D) Local governments that receive designations for annual eligibility under item C must show substantial progress in implementing and spending prior grants in order to receive subsequent awards. Criteria to be considered in measuring "substantial progress" include, but shall not be limited to, percentage of funds obligated and/or expended from prior grants.
- E) Applications for the Immediate Threat and Danger Program, the CDBG Loan Guarantee Program, the Employment Incentive Program, or the Redevelopment Fund may be submitted notwithstanding the submission of an application under the Regular Annual Competition.
- F) Recipients of prior CDBG funding must resolve all outstanding audits, monitoring findings and/or other program exceptions that involve a violation of federal, state or local law or regulation prior to award of or submission of any application to DCA. In addition, recipients who fail to substantially meet their proposed accomplishments in their current CDBG project or have missed significant deadlines imposed by DCA or other applicable agencies may be penalized by a reduction in the subsequent year's total score for the regular competition.
- G) Paragraph C shall not apply in the case of two or more counties applying together to carry out a project of regional impact. Such applications, however, which are not actually regional in nature (which could have been submitted by only one county), will be rejected.

H) All CDBG recipients are expected to expend one hundred percent (100%) of all funds within twenty-four (24) months from the date of the grant award made by DCA. DCA reserves the right to recapture all unobligated funds after the twenty-four month period and to restrict an applicant from submitting a CDBG application whenever an unacceptable level of funding under a current grant remains unobligated.

### **Eligible Activities**

The eligible activities under Georgia's CDBG program are those activities identified in the Housing and Community Development Act of 1974, as amended. However, to be eligible for competition and/or award under the regular round CDBG competition, **the State has determined that each activity must be eligible under the Act and not less than 70% of its CDBG cost must benefit low- and moderate-income persons.** (This provision does not apply to the Immediate Threat and Danger Grant Program, the CDBG Loan Guarantee Program, the Employment Incentive Program, or the Redevelopment Fund).

### **Annual Competition**

#### **Rating and Ranking System for the Regular Annual Competition**

Single- or Multi-Activity applications will be rated separately to assign points for feasibility, impact and strategy. Demographic scores will be calculated separately for cities and counties. For purposes of calculating the demographic score, joint or regional applications that include a county will be included in the county group and those including only cities will be included in the city group.

Applications will be rated and scored against each of the following factors, using any additional and/or supplemental information, data, analyses, documentation, commitments, assurances, etc. as may be required or requested by DCA for purposes of evaluating, rating, and selecting applicants under this program. The maximum score is 500 points.

	<b><u>Maximum Points</u></b>
Demographic Need - absolute number in poverty	40
Demographic Need - percent of poverty persons	40
Demographic Need - per capita income	40
Program Feasibility	110
Program Strategy	110
Project Impact	110
Leverage of Additional Resources	25
Bonus points for Revitalization Area Activities, Up to	20
Bonus points for Readiness to Proceed, Up to	5
<b>Maximum Total Points</b>	<b>500</b>



A) Demographic Need - absolute number of people in poverty:

Applicants will be compared in terms of the number of persons whose incomes are below the poverty level. Scores will be obtained by dividing each applicant's number of persons in poverty by the greatest number of persons in poverty of any applicant in the group and multiplying by 40.

B) Demographic Need - percent of people in poverty:

Applicants will be compared in terms of the percentage of population below the poverty level. Scores will be obtained by dividing each applicant's percentage of persons in poverty by the highest percentage of persons in poverty of any applicant in the group and multiplying by 40.

C) Demographic Need - per capita income:

Applicants will be compared in terms of their per capita income. Scores will be obtained by dividing each applicant's per capita income into the lowest per capita income of any applicant in the group and multiplying by 40.

D) Program Feasibility:

Applicants will be compared in terms of project feasibility. The following factors are considered: an analysis of such items as 1) verification and reasonableness of cost; 2) documentation that all project financing sources needed for the project will be available; 3) where applicable, documentation that preliminary engineering, architectural and or site plans have been prepared and support the proposed project; 4) verification that any required property is available for the project; 5) where applicable, review of any proposed subrecipient's credentials to provide evidence of administrative capacity to undertake an approved activity; and 6) compliance with applicable state and federal laws, and 7) reasonable project timetables.

Points for feasibility will be awarded by a review panel, in accordance with the levels below, based on how well each applicant, compared to others, addresses the feasibility factors.

Level One (Unacceptable)	0
Level Two (Poor)	27.5
Level Three (Average)	55.0
Level Four (Good)	82.5
Level Five (Excellent)	110.0

E) Program Impact:

Applicants will be compared in terms of program impact. The following factors will be considered: 1) the number of persons benefiting; 2) the cost per person benefiting; 3) the

project's impact on the benefiting population's quality of life, living environment or opportunities for economic advancement; and 4) an analysis of the documented severity of need and the impact of the project on the identified need or problem.

Points for impact will be awarded by a review panel, in accordance with the levels below, based on how well each applicant, compared to others, addresses the impact factors.

Level One (No Impact)	0
Level Two (Poor)	27.5
Level Three (Average)	55.0
Level Four (Good)	82.5
Level Five (Excellent)	110.0

F) Program Strategy:

Applicants will be compared in terms of program strategy. The following factors are considered: 1) an analysis of alternative solutions to address the identified problems, 2) as appropriate, an analysis of the steps taken by the applicant to adopt policies or ordinances to prevent the reoccurrence of the identified problem within their jurisdiction; 3) an analysis of the ongoing financial effort that the applicant has made or will make to address the identified problem and to maintain and operate the proposed project, facility or system; 4) the extent of benefit to persons of low- and moderate income; and 5) multi-activity applications will also be compared in terms of the projects' support of comprehensive community or neighborhood conservation, stabilization, revitalization and the degree of resident's support and involvement.

Points will be awarded, in accordance with the levels below, by a review panel based on how well the applicant, compared to others, addresses the strategy factors.

Level One (Unacceptable)	0
Level Two (Poor)	27.5
Level Three (Average)	55.0
Level Four (Good)	82.5
Level Five (Excellent)	110.0

G) Leverage of Additional Resources:

Leverage includes additional resources committed to and directly related to the project, including cash above the required minimum cash match amount, the purchase of equipment and furnishings with non-CDBG funds, and additional grants and loans from other sources. Only items that would not otherwise have been provided will be counted. A "reasonable" value must be assigned to donated and "in-kind" items. Up to 25 points can be assigned for leverage of additional resources.

The leverage score will be calculated as follows:

- 1) Total dollar value of leverage for each applicant will be calculated and then divided by the total population of the applicant in order to obtain

a per capita leverage figure reflective of each applicant's relative effort.

- 2) Applications will be assigned to one of five groups:
  - Multi-activity
  - Housing
  - Economic Development
  - Water and/or Sewer
  - Other Public Facilities
- 3) The applications will then be ranked within these groups, based on per capita leverage amounts, from no leverage (no points) to highest per capita leverage and points assigned based on the percentile ranking. If no applicant within any of the groups listed above has \$0 leverage, a proxy score of \$0 will be inserted to insure that if leverage is provided by the applicant a score greater than \$0 will result.
- 4) Up to 25 points can be assigned for leverage of additional resources. The ranking will be established using the range of applicants' per capita leverage amounts (from 0 to the highest per capita leverage) and calculating a percentile score for each applicant's per capita leverage amount within the range. This percentile score will be multiplied times 25 to establish the points for per capita leverage. For example, if an applicant's per capita leverage amount is \$300 and if \$300 represents a percentile score of 50 percent, the leverage points will be 15 ( $.50 \times 25 = 12.5$ ).

#### H) Bonus points for Revitalization Area Activities:

Points will be awarded for the utilization of existing state redevelopment programs, initiatives and incentives in eligible areas. Following receipt of a designation, a CDBG applicant may be awarded up to 20 points for activities occurring within a DCA-approved Area as follows:

1) Revitalization Area Threshold Requirement (5 Bonus Points): In order to be eligible for Revitalization Area designation and bonus points, a local government must establish a local redevelopment area and plan pursuant to O.C.G.A. 36-61-1 et seq. within a Census Block area with a poverty rate of 20% or greater. Additionally, the local government must describe the activities it will undertake to promote economic empowerment through meaningful job creation for the unemployed and low- and moderate-income residents as well as activities to promote the substantial revitalization of the area.

2) Local Redevelopment Tools: (5 Bonus Points) Points may be earned through the use of such tools as State Enterprise Zones, Tax Allocation Districts, Community or Business Improvement Districts, or other geographically targeted tax or investment programs within the eligible area. In order to receive these points, the applicant must provide as proof the resolution or ordinance creating the redevelopment tools for which bonus points are sought.

3) Investment Partnerships: (maximum of Five Bonus Points): Points may be earned through the incorporation into the local program of certain job creation/retention, revitalization, residential improvement or social service funding programs geographically targeted to the areas of eligibility. Various programs including public programs chartered by the State of Georgia, GHFA, the U.S. Department of Treasury, the SBA, the USDA, the Federal Home Loan Bank, the TVA, HUD, and DOL. The leveraging of private funds from various philanthropic, non-profit and/or faith-based organizations will also be rewarded. In order to receive these points, the applicant must provide documentation showing a firm, long-term commitment by investment partners or a long-term commitment by the applicant to use investment partners as part of their Revitalization Area strategy. A long-term commitment by the applicant may be demonstrated by past use of investment partners, plans to incorporate investment partners in its current CDBG project, and the necessary local capacity to use investment partners on an ongoing basis; and/or

4) Collaboration: (maximum of Five Bonus Points): Points may be earned through the demonstration that initiatives will be created and/or undertaken within the eligible area by private for-profit and not-for-profit community stakeholders. Such stakeholders may include local lending institutions, community or neighborhood-housing organizations, community-based development organizations, community development corporations, community development entities, and other similar organizations. In order to receive these points, the applicant must show that the collaborative stakeholder organizations have a firm commitment to the community, have taken responsibility for carrying out one or more aspects of a Revitalization Area strategy, have sound financial and administrative practices, and the ability to carry out the functions for which they are taking responsibility. Such evidence will include letters of commitment, agreements, programmatic material, articles of incorporation and registration from the Secretary of State, audited financial statements or financial reviews, budgets, IRS determination letter for 501(c) 3 statuses, or other evidence of capacity and commitment. Nonprofits that receive \$25,000 or more in direct or pass-through federal funding during a single fiscal year are usually required to have an audit.

*Note: If approved by HUD and the State, applicants may pursue benefits under HUD's comprehensive revitalization approach [24 CFR Part 570.483(e) (5)] that confers certain benefits including the possibility that some additional activities will carry the presumption of low- and moderate-income benefit.*

5) Revitalization Area Designation: Revitalization Areas will generally be designated or reauthorized prior to the regular-round application deadline through a separate designation process as outlined in the Revitalization Area Strategy Manual, on RAS Forms 1 and 2, and at [www.dca.ga.gov](http://www.dca.ga.gov). Communities may also request designation within an annual round application. However, communities seeking designation are strongly encouraged to meet with DCA as soon as possible to discuss their request for designation. Applicants who fail to obtain designation (and bonus points) will have

their applications ranked and rated as either a regular single- activity or multi-activity competition as appropriate.

A) Area Strategy Plan and Map – A community that wishes to take advantage of the Revitalization incentives of the CDBG program must first submit a properly adopted Redevelopment Plan for the proposed area that meets the requirements of the Georgia Urban Redevelopment Act pursuant to O.C.G.A. 36-61-1 et seq. Such plan should include a map of the proposed revitalization area indicating that the area is composed of one or more census block groups with a 20 percent or greater poverty rate.

- 1) Map Requirements: Applications shall contain three copies of a map of the revitalization area. Such map shall be prepared in accordance with the minimum map standards and specifications as outlined in the CDBG Application Manual.
- 2) Strategy Plan Requirements:
  - i. Citizen Participation –Along with the area map and description submitted, the locality must provide evidence that a local citizens’ participation process was used that not only meets the requirements of 24 CFR 91.115 and 24 CFR 570.486(a), but also demonstrates that local residents fully support the proposed strategy. Such evidence may include, but is not limited to, minutes and advertisements of public meetings, advisory committee lists and minutes, letters of support from participating organizations and signed petitions from area residents.
  - ii. An Opportunity Zone designated pursuant to O.C.G.A. 48-7-40.1 (c.) (4) will generally be assumed to meet the Local Redevelopment Tools Criterion at Section H (2).
  - iii. Local Revitalization Area designation is valid for three years at which time the sponsoring entity must reapply for designation with DCA. If the community desires to alter the boundaries of an approved Revitalization Area in the interim, an amended map and any additional pertinent information must be submitted to DCA for approval.
  - iv. Applications for designation must include an assessment of the economic conditions of the proposed area to include:
    - 1) Taxable value of property for the most recent tax year available.
    - 2) Unemployment rate.
    - 3) Percentage of low- to moderate-income residents.
    - 4) Number of business/occupational licenses issued.
    - 5) Number and value of building permits issued.
    - 6) Any other information deemed important to document economic conditions.

- v. Each year, designated Revitalization Area managers must submit a performance report to DCA that includes the activities and projects undertaken in the area and information on the economic conditions of the revitalization strategy area that includes:
  - 1) Taxable value of property for the most recent tax year available.
  - 2) Unemployment rate.
  - 3) Percentage of low- to moderate-income residents.
  - 4) Number of business/occupational licenses issued.
  - 5) Number and value of building permits issued.
  - 6) Total number of jobs created.
  - 7) Number of low- to moderate-income jobs created.
- vi. There is no limit to the number of revitalization areas a community may designate, although parcels within a single designated area must be contiguous.

#### **I) Bonus Points for Readiness to Proceed**

A maximum of five bonus points may be earned through the demonstration of a project's readiness to proceed. Points may be earned through the documentation in the application that: 1) all engineering and architectural plans are finalized and have been approved by appropriate local, state or federal authorities; 2) plans and specifications are finalized and have been approved by appropriate local, state or federal authorities; 3) all environmental reviews (including the CDBG NEPA review) and environmental permitting have been completed; 4) procurement documents/processes are ready to proceed; and 5) all real-estate (including easements and right of ways) needed for the project has been acquired in accordance with applicable requirements and is available for the project. Other equivalent documentation may be provided for housing applications that demonstrate readiness to proceed upon project award.

#### **Final Ranking and Grant Selection: The Regular Annual Competition**

The points received by each applicant on the rating factors will be totaled and the total scores ranked accordingly. Grant awards will be based on this final ranking to the extent funds are available. In case of ties, the applicant with the highest percentage of funds benefiting low- and moderate-income persons will be given priority.

#### **Matching Requirements for the Regular Annual Competition**

All awards under the regular annual competition (except for single-activity housing grants) have the following minimum match requirements.

- 0% for amounts up to \$300,000 in CDBG funds
- 5% of amounts from \$300,001 to \$500,000, and
- 10% of amounts over \$500,000.

The match amount must be cash (not "in-kind") and can be from any public or non-public source. Within certain limitations, applicants may count the costs of preparing their CDBG Annual Competition application towards their required cash match.

## **Employment Incentive Program**

### **Special Provisions for the Employment Incentive Program**

The Employment Incentive Program (EIP) is intended to facilitate and enhance job creation and/or retention, principally for low and moderate income persons, by providing a flexible and expedient funding cycle that is responsive to expanding economic opportunities at the local level.

Activities identified in Section 105 of the Housing and Community Development Act of 1974 as amended are eligible. For purposes of the Employment Incentive Program, activities are eligible only to the extent that the funded activity creates tangible employment principally for low- and moderate-income persons. In addition, proposed activities must be based on firm written commitments from eligible subrecipients. The proposed activity may not be speculative in nature. NOTE: For purposes of the EIP program, the term "subrecipient" should generally be interpreted as "business." However, in some cases where EIP funds are to be passed through a local development authority, the development authority itself would also be a "sub-recipient" subject to the same rules and regulations as the benefiting business.

Examples of eligible activities, which may be funded, include, but are not limited to, the following:

- 1) Activities carried out by units of general local government or public or private nonprofit subrecipients including: a.) acquisition of real property; b) acquisition, construction, reconstruction, rehabilitation, or installation of (except for buildings for the general conduct of government) public facilities, site improvements, and utilities, and c) commercial or industrial buildings, structures and other real property improvements.
- 2) Provision of direct assistance to private for-profit entities, when the assistance is appropriate to carry out an economic development project. However, unless such assistance has been approved by DCA for use in or in conjunction with a DCA-approved "secondary market" program that would fund CDBG-eligible activities with private rather than public funds, such assistance may not be in the form of outright grants, guarantees, or technical assistance. In addition, financial assistance to private for-profit entities must be made contingent upon firm commitments of financial participation from other private sources such as banks or the private for-profit entities themselves. Such assistance must also create or retain permanent jobs principally for low- and moderate-income persons.

- 3) Provision of assistance to local development entities and other local nonprofit corporations to fund facilities that assist low- and moderate-income persons to acquire employment, the employment skills, and/or basic educational training to become more effective participants in the local economy. Eligibility for such activities will be limited to “new” activities that have not previously been undertaken by the unit of general local government or local development entity.

For each activity funded under the Employment Incentive Program, at least 51% of all jobs to be created or retained because of the EIP project must be documented to be either “available to” or “taken by” or retained by persons defined as low- and moderate-income by DCA. Prior to project close-out, at least 51% of all jobs created must be documented to have been “taken by” persons defined as low and moderate income.

For an activity or project that retains jobs, the unit of local government and proposed subrecipient(s) must document that jobs would actually be lost without the EIP assistance and that at least 51% of the total existing jobs are currently held by low- and moderate-income persons.

For employment skill enhancement and/or basic educational training activities/ services, at least 51% of the recipients of such services must be documented to have been low- and moderate-income persons at the time such services were provided.

Grant amounts under this program will generally not exceed \$500,000 per award. The maximum grant amount may be increased if warranted by extraordinary public benefit to be achieved by a particular project.

Administrative and closing costs paid with EIP funds shall be limited to 6% of the grant award amount. The administrative cost limitation is applicable whether costs are paid directly to the recipient or financed as a portion of an EIP subrecipient loan. In cases of loan foreclosure, DCA may, on a case by case basis, allow additional administrative and legal expenses to be paid out of loan and/ or foreclosure proceeds.

### **Funds Set-aside for the EIP Program**

Eight million (\$8,000,000) dollars from the FFY2010 allocation to the State for the CDBG Program will be set-aside for this program.

Funds remaining in the set-aside at the end of the fiscal year may be returned to an “active status” and may be used to fund EIP applications under a subsequent fiscal year or transferred to any of the other funding categories or for State Administration, subject to the limitations of the Housing and Community Development Act.

### **EIP Application Procedures**

The application procedure for the Employment Incentive Program includes an initial project assessment and application phase. Local governments may submit applications for consideration at any time regardless of whether an initial project assessment has been approved. The purpose of the initial project assessment is to determine eligibility of a



proposed project and the possible competitiveness under the funding criteria outlined below. While an initial assessment is not required, DCA strongly encourages potential applicants to contact DCA to arrange an initial project assessment meeting prior to submitting an application.

Applications may be submitted individually by one unit of general purpose local government, or jointly, by two (2) or more units of general purpose local government. Joint submissions must contain a copy of the Cooperating Agreement entered into by the cooperating units of government. The Agreement should designate the unit of local government that will serve as lead applicant. Applications for the EIP program must be submitted in conformance with the format and applicable instructions specified by DCA.

The locality submitting the EIP application must hold a public hearing in accordance with the requirements of Georgia's CDBG Program Regulations.

### **Rating and Review Procedures for the EIP Program**

Upon its receipt, an application shall be rated against the rating and selection factors specified below, using any additional and/or supplemental information, data, analyses, documentation, commitments, assurances, etc. as might be required or requested by DCA for purposes of evaluating, rating, and selecting applicants under this program. Applications that contain insufficient information or documentation to be evaluated and rated may be returned to the locality for further information.

The staff may conduct site visits and hold discussions with applicants and proposed sub-recipients for the purposes of confirming and evaluating information contained in the pre-application or application. Staff may also consult with other appropriate government and private entities in the course of reviewing and evaluating information contained in pre-applications and applications.

The scores obtained for the various selection factors will be totaled and applicants with scores of at least 300 points that meet all appropriate funding criteria, that conform to the objectives of Title I of the Community Development Act of 1974, as amended, and that can be carried out in compliance with all applicable federal, state or local law, regulations or requirements will be funded until funds are exhausted.

In cases where fundable applications exceed available funds, the applicant with the highest number of jobs benefiting low and moderate-income persons will be given priority.

EIP applications will be rated and scored against each of the following factors:

#### **Review Factor Maximum Points Available**

Demographic Need	120 points
Program Feasibility	110 points
Program Impact	110 points

Program Strategy	110 points
<u>Bonus (for Return of RLF Assets)</u>	<u>25 points</u>
Total Available Points	475 points

1) Demographic Need (120 points)

a.) Absolute Number of People in Poverty (40 points)

All eligible local governments will be compared in terms of the absolute number of people whose incomes are below the poverty level. Individual scores will be obtained by dividing each government's absolute number of persons in poverty by the greatest number of persons in poverty of any eligible local government and multiplying by 40.

b.) Percent of People in Poverty (40 points)

All eligible local governments will be compared in terms of the percentage of people whose incomes are below the poverty level. Individual scores will be obtained by dividing each government's percentage of persons in poverty by the highest percentage of persons in poverty of any eligible local government and multiplying by 40.

c.) Per Capita Income (40 points)

All eligible local governments will be compared in terms of their per capita income. Individual scores will be obtained by dividing each government's per capita income into the lowest per capita income of any eligible local government and multiplying by 40.

Demographic scores will be based on the latest available data, consistent as of the same point in time for each factor. Scores will be based on county data.

2) Program Feasibility (110 points)

The following factors will be considered:

- a) Organizational status of the business;
- b) The past credit history of the business;
- c) The business' historical sales and financial performance;
- d) Viability of the business model;
- e) Management capacity;
- f) The reasonableness of the business' financial and market projections and assumptions;
- g) An assessment of the business management and development team's ability to carry out the project as proposed;
- h) The proposed project's compliance with the federal appropriateness requirements including underwriting and public benefit (For direct loans this requires the complete disclosure of sub-recipients' financial situation);
- i) Verification of project costs;

- j) Verification of project financing sources;
- k) Adequacy and reasonableness of the job commitment;
- l) Completeness of any needed engineering plans and specifications;
- m) Documentation that the project can be carried out in accordance with federal, state, and local laws, regulations, and permitting requirements; and,
- n) Verification of control of any required property.

Points for feasibility will be awarded by a staff review panel, in accordance with the levels below, based on how well the applicant addresses the feasibility factors.

Level One: Poor	0
Level Two: Below Average	27.5
Level Three: Average	55
Level Four: Good	82.5
Level Five: Excellent	110

### 3) Program Impact (110 points)

The following factors will be considered:

- a) Number of jobs created and/or retained;
- b) EIP cost per job;
- c) Availability of jobs to low- and moderate-income persons;
- d) Quality of jobs and employee benefits; and
- e) Project's impact on local unemployment rates.

A staff review panel will award points for impact, in accordance with the levels below, based on how well the applicant addresses the impact factors.

Level One: Poor	0
Level Two: Below Average	27.5
Level Three: Average	55
Level Four: Good	82.5
Level Five: Excellent	110

### 4) Program Strategy (110 points)

The following factors will be considered:

- a) The ratio of private funds to EIP funds (To receive maximum points, a minimum ratio of at least 1 to 1 is generally required);
- b) Documentation that the public benefits to be achieved are reasonable and, to the extent practicable, EIP funds will not substitute for other available funds;
- c) Adequacy of financing strategy (adequacy of equity injection, collateral, and loan terms);

- d) Relationship between the subrecipient's infrastructure needs and the size and capacity of any infrastructure to be provided;
- e) Validity of subrecipient's commitment to fulfill hiring and investment commitments (including whether the subrecipient has agreed to provide a letter of credit or other surety to "bond" its performance);
- f) Local government's financial condition, as applicable;
- g) Project's conformance to local planning and development strategy and compliance with the Georgia Planning Act;
- h) Project's conformance to federal, state, and local laws and regulations; and
- i) Relationship to overall objectives of the EIP and CDBG Program, including the extent of benefit to persons of low- and moderate-income.

A staff review panel will award points, in accordance with the levels below, based on how well the applicant addresses the strategy factors.

Level One: Poor	0
Level Two: Below Average	27.5
Level Three: Average	55
Level Four: Good	82.5
Level Five: Excellent	110

#### 5) Bonus for Return of RLF Assets (25 points)

Localities which have a local Revolving Loan fund (RLF) or loan receivable capitalized with EIP or CDBG proceeds may, at their discretion, return the RLF assets to the State in exchange for greater consideration and access to future EIP financing for eligible projects. The consideration will consist of an extra 25 points for use in any one EIP funding decision. In order to receive the points, a locality must return all RLF assets to the state to remove itself from the administrative requirements of the RLF program. This will generally require that a locality "sell" its loan receivables and return all cash on hand to DCA. For projects that would otherwise not score sufficient points to be funded, bonus points may be awarded at the discretion of the EIP application review panel.

Any assets returned to the state will be added to the state's existing CDBG allocation or used to capitalize a statewide revolving loan fund and used to fund additional economic development projects.

#### **Special Provisions for EIP Capitalized Local Revolving Loan Funds**

DCA may permit localities which have or will receive revenue (principal, interest or other payments) from EIP or other CDBG loans or leases to retain that revenue. This can be approved so long as it is used for the same activity that generated the revenue and also used in accordance with the requirements of this regulation and any other applicable federal, state, or local law, regulation, contract, guidance manual or memoranda.

For localities that will retain program revenue, DCA will require that such revenue be deposited into a separate revolving loan fund (RLF) account that bears the local government's name and used only to carry out specific Title I eligible activities. The RLF must be created by a local resolution and implemented by local policies and procedures approved by DCA.

Localities allowed to retain program revenue must ensure that the RLF is adequately managed. DCA will categorize the RLF as being adequately managed so long as the following responsibilities are being met:

- a) Maintenance of an accounting and financial management system that complies with generally accepted accounting principals and DCA's guidelines for RLF financial management systems;
- b) Compliance with DCA's reporting requirements for local RLFs;
- c) Operation of the local RLF in accordance with DCA approved policies, procedures, and federal, state, and local law, regulation, contracts, guidance manuals and memoranda;
- d) Maintenance of a loan review and selection committee with the capacity to review and analyze loan requests and determine whether such requests represent prudent investments as defined by generally accepted underwriting criteria;
- e) Maintenance of a loan packaging and structuring capacity that meets appropriate underwriting standards for security and documentation;
- f) Maintenance of a loan servicing and monitoring capacity which ensures that loan payments are collected, that loan covenants are enforced, and that loan security is maintained;
- g) Maintenance of a loan portfolio which represents investments in businesses engaged in sound business purposes that have demonstrated tangible employment of low and moderate income persons as defined by DCA; and
- h) Attendance at DCA-sponsored training workshops that will be held periodically for purposes of training local RLF administrators.

To assist with the financing of a local RLF program's administrative cost, DCA will allow (on an annual basis) the greater of 6% or \$2,500 of interest earned by the RLF to be used for administration and audit costs. In certain foreclosure and/or hardship situations, DCA may allow additional amounts to be expended for administrative, audit, or legal costs.

Localities allowed to retain program revenue must also ensure that the RLF is utilized in a timely and efficient manner. DCA will categorize a RLF as being adequately utilized so long as the following criteria are met:

- a) The RLF is used to continue the same activity which generated the program revenue; and
- b) The RLF's cash balance shall not exceed \$125,000 or 30% of total RLF assets, whichever is greater.

Should a locality be unable to utilize the RLF in accordance with items a) and b) above, the locality may request DCA to waive the provisions. DCA may grant waivers when it is determined that sufficient future activity is probable or the locality is taking steps to ensure future activity.

## **The Georgia Redevelopment Fund**

### **General**

The Redevelopment Fund provides flexible financial assistance to local governments to assist them in implementing challenging economic and community development projects that cannot be undertaken with existing public sector grant and loan programs. The Redevelopment Fund will reward locally initiated public/private partnerships by providing financing to leverage private sector investments in commercial, downtown and industrial redevelopment and revitalization projects that need Redevelopment Fund investment to proceed.

While all projects funded under the Redevelopment Fund that create or retain jobs must make 51% of the jobs available to low- and moderate-income persons, the Redevelopment Fund will allow projects to be approved using an “eliminating slums or blight” national objective. The “slum or blight” emphasis will allow smaller scale projects (in downtowns, blighted industrial areas, etc.) to be competitive for Redevelopment Fund financing.

The Redevelopment Fund may support and extend DCA’s existing CDBG programs in order to allow redevelopment projects with “challenging economics” to be made competitive for DCA, private and other public funding investments.

### **Applicable Law and Regulation**

Title I of the Housing and Community Development Act of 1974, as amended; the federal implementing regulations applicable to the State Community Development Block Grant Program (24 CFR Part 570); and DCA's Program Regulations and guidelines for the Georgia State Community Development Block Grant (CDBG) Program and the Redevelopment Fund, as amended.

### **Eligible Activities**

Eligible activities under the Redevelopment Fund are those identified in Title I of the Housing and Community Development Act of 1974, as amended; and all eligible activities under DCA’s EIP, CDBG, and CDBG Loan Guarantee (Section 108) program. Activities are eligible to the extent that the funded activity meets the slum or blight national objective. When justified by benefits or need, the Commissioner of DCA may approve projects on a case by case basis based on any CDBG program national objective. Proposed activities must be based on firm written commitments from local governments

and eligible subrecipients. NOTE: For the Redevelopment Fund, the term "sub-recipient" may generally be interpreted as a business or corporation. However, in cases where Redevelopment Funds are to be loaned to or passed through a local development authority, the development authority itself would also be a "sub-recipient" subject to the same rules and regulations as a benefiting business or corporation.

## **Funding**

A total of \$1,500,000 or three percent (3%) (whichever is greater) from each federal fiscal year's allocation to DCA for the CDBG Program will be set-aside for this program.

Funds remaining in the set-aside at the end of the fiscal year may be returned to an "active status" and may be used to fund Redevelopment Fund applications under a subsequent fiscal year or transferred to any of the other funding categories or for state administration, subject to the limitations of the Housing and Community Development Act.

Certain Redevelopment Fund activities may generate program income that may be returned to the Department in accordance with the provisions contained in 24 CFR Part 570.489(e) and (f). Any Redevelopment Fund program income returned to the Department will be held in a separate state revolving loan fund account that will be established to support Redevelopment Fund activities. The state revolving loan fund's administrative and eligibility requirements are identical in all respects to those for the Redevelopment Fund set-aside; however, any program income in the revolving fund will be disbursed before and prior to any funds from the Redevelopment set-aside.

## **Grant Amount**

The grant amount is up to \$500,000. In cases of projects with exceptional public benefits or need, the Commissioner of DCA may raise the allowable grant amount.

## **Application Procedures**

The application procedure for the Redevelopment Fund Program includes an initial project assessment and application phase. Local governments may submit applications for consideration at any time regardless of whether an initial project assessment has been approved. The purpose of the initial project assessment is to determine eligibility of a proposed project and the possible competitiveness under the funding criteria outlined below. While an initial assessment is not required, DCA strongly encourages potential applicants to contact DCA to arrange an initial project assessment meeting prior to submitting an application.

Applications may be submitted individually by one unit of general purpose local government, or jointly, by two (2) or more units of general purpose local government. Joint applications must contain a copy of the Cooperating Agreement entered into by the

cooperating units of government. The Agreement should designate the unit of local government that will serve as lead applicant. DCA strongly encourages potential applicants to contact DCA to arrange an initial project assessment meeting prior to submitting an application.

The purpose of the initial project assessment process is to evaluate a proposed project to determine if the proposal meets the funding threshold outlined below.

Applications for the Redevelopment Fund must be submitted in conformance with the format and applicable instructions specified by DCA.

### **Rating and Review Procedure**

Applications will be rated and points awarded based on the following point system:

<b><u>Factor</u></b>	<b><u>Maximum Points</u></b>
1. Demographic Need	120
2. Project Feasibility	210
3. Project Strategy and Innovation	240
4. Leverage of Additional Resources	30
<b>Total Maximum Points</b>	<b>600</b>

In order to be funded, an application must achieve a minimum score of 425.

### **Rating and Review Criteria**

Redevelopment Fund applications will be rated and scored against each of the following factors:

#### **Factor 1: Demographic Need**

Demographic Need points will be calculated by DCA based on three factors:

- 1) Absolute number of people in poverty: Applicants will be compared in terms of the number of persons whose incomes are below the poverty level. Scores will be obtained by dividing each applicant's number of persons in poverty by the greatest number of persons in poverty of any applicant and multiplying by 40.
- 2) Percent of people in poverty: Applicants will be compared in terms of the percentage of population below the poverty level. Scores will be obtained by dividing each applicant's percentage of persons in poverty by the highest percentage of persons in poverty of any applicant and multiplying by 40.
- 3) Per capita income: Applicants will be compared in terms of their per capita income. Scores will be obtained by dividing each applicant's per capita income into the lowest per capita income of any applicant and multiplying by 40.



Submission of data with respect to “Demographic Need” is not required. The number and percentage of persons in poverty will be based on the most recent Census data that is consistent as of the same point of time for all applicants. Per capita income will be based on the most recent available data that is consistent as of the same point of time for all applicants.

For purposes of comparing data, applicants shall be divided into two groups: Cities and Counties. Joint applicants comprised of all cities shall be assigned to the city group and joint applicants including one or more counties shall be assigned to the county group.

#### Factor 2: Feasibility

Feasibility points will be based on an analysis of how each application addresses the following factors: eligibility of proposed activity; reasonableness of cost; compliance with applicable state and federal laws; project timetables; confirmation of all required resources; completeness of proposed plans and specifications; reasonableness of any sub-recipient’s proposed business plan(s) and financial projections; reasonableness of any site clean-up proposal and plan; and conformance with applicable underwriting and review requirements contained in 24 CFR Part 570. Points for feasibility will be awarded by a DCA staff review panel as follows:

Level One (Poor)	-0-
Level Two (Fair)	52.5
Level Three (Good)	105.0
Level Four (Very Good)	157.5
Level Five (Excellent)	210.0

#### Factor 3: Strategy

Strategy points will be based on the following factors: an analysis of the severity of need; documentation that a project’s public benefits will exceed project costs; documentation that the proposed strategy meets the eligibility criteria and a national objective of the CDBG Program; documentation that the project complies with all local ordinances, state law and state regulations. Points will be awarded by a DCA staff review panel as follows:

Level One (Poor)	-0-
Level Two (Fair)	60.0
Level Three (Good)	120.0
Level Four (Very Good)	180.0
Level Five (Excellent)	240.0

#### Factor 4: Leverage

Leverage points will be awarded based on a firm commitment of additional resources directly related to the project, including capital costs and new funds for operation of any

proposed program(s). The “leverage ratio” of other private or public funds will be the criterion considered. A minimum leverage ratio of 1 to 1 must be documented in order to receive points under this criterion. A “reasonable” value must be assigned to donated and “in-kind” items. The leverage score will be calculated based on the total value of leverage for each applicant. Applications with no leverage will receive no points. Points will be awarded by a DCA staff review panel as follows:

Level One (Poor)	-0-
Level Two (Fair)	7.5
Level Three (Good)	15.0
Level Four (Very Good)	22.5
Level Five (Excellent)	30.0

### **The Immediate Threat and Danger Program**

The Immediate Threat and Danger Program is intended to respond to events or situations which have a particular urgency and uniqueness which adversely affect or impact the health or welfare of the community and its citizens and where other financial resources are not available to meet such need. To be considered, the event or situation must have a sense of urgency and be of recent origin or have recently become urgent. Recent origin is defined as a condition that has developed or become critical generally within 18 months of application. Ample description of the cause of the threat and probable ramifications must be provided. Grant amounts under this program generally cannot exceed \$50,000.

Generally, a grant awarded under this program cannot be more than 50% of the project cost. The applicant (local government) must provide at least 10% of the project cost. These requirements may be waived in extraordinary circumstances. In case of a "major disaster," the Commissioner will determine the extent of DCA involvement. The Commissioner may waive the maximum grant amount and other requirements in case of a "major disaster."

### **Immediate Threat and Danger Application and Review Procedures**

Applications can be submitted at any time and funds will be awarded to eligible applicants who meet the threshold described above, as long as funds remain in the set-aside amount. Applications must include a certification that other financial resources are not available to meet the identified needs; the situation poses a serious and immediate threat, and identifies the other sources of project funding.

Upon receipt of a request for assistance, DCA staff will review the application for completeness and degree of urgency. Staff may visit the locality to inspect the problem cited by the applicant and may consult with other appropriate state, federal or local agencies to determine the extent of the threat prior to funding decisions. After staff recommendations, the Commissioner, using the same criteria and based on staff

recommendations, will approve or deny the request and transmit the decision to the local government.

### **CDBG Program Income Policy**

Locally generated program income is generally retained at the local level and must be utilized to continue the same activity from which they were derived, in accordance with the Housing and Community Development Act, as amended and HUD regulations.

The section above describing the Special Provisions for the Employment Incentive Program discusses situations in which local RLF assets created by the EIP Program may be returned to the state. Any assets so returned will be added to the state's existing CDBG allocation for the regular competition, used for CDBG Loan Guarantee Program, used for the Redevelopment Fund, or used to capitalize a statewide RLF used to fund additional economic and community development projects.

### **HUD Reallocated and State Recaptured Funds**

HUD reallocated funds are those funds that HUD has recaptured from direct HUD-funded grantees and reallocated to the State. State recaptured funds are funds the State receives back from a State CDBG Recipient because of a CDBG deobligation or termination.

Any such funds received by the State will be distributed by the State in the same manner as regular CDBG funds. At the discretion of the Commissioner, they may be used to fund additional regular competition projects, for any of the set-aside programs, for the CDBG Loan Guarantee Program, or for State Administration, subject to the limitations set of the Housing and Community Development Act, as amended and this Plan.

### **Reallocation of Remaining Funds**

In the event 2010 Program Year Funds set-aside for the Annual Competition, the Redevelopment Fund, the Employment Incentive Program (EIP), or the Immediate Threat and Danger Program are not awarded by the end of the fiscal year, they may be utilized for funding additional regular competition grants, Redevelopment Fund, EIP grants, the Immediate Threat and Danger grants, or for State Administration, subject to the limitations of the Housing and Community Development Act, as amended.

### **Allocation of CDBG Funds: 2010 Program Year**

**Table 35: FFY2010 Funding and Allocation of CDBG Funds**

<b>Award From HUD:</b>		\$43,644,802
<b>Less Set-Aside For:</b>	State Administration	\$972,896
	Immediate Threat & Danger Program	\$500,000
	The Redevelopment Fund	\$1,500,000

	Employment Incentive Program	\$8,000,000
	Technical Assistance	\$436,448
<b>Remainder:</b>	Available for Regular Competition	\$32,235,458

### **CDBG Loan Guarantee Program (Section 108 Program)**

The CDBG Loan Guarantee Program (Section 108 Program) is an economic and community development financing tool authorized under Section 108 of Title I of the Housing and Community Development Act of 1974, as amended. The program provides a method of assisting non-entitlement local governments with certain unique and large-scale economic development projects that cannot proceed without the loan guarantee. In order to be eligible a project must meet all applicable CDBG requirements and result in significant employment opportunities and/or benefits for low- and moderate-income persons. Projects that are eligible for financing under existing federal, state, regional or local programs will generally not be considered for guarantee assistance unless the programs would fail to fully meet a project's need.

Unlike the traditional CDBG or EIP Program, the Section 108 Program does not operate through assistance from the Department of Community Affairs (DCA). Rather, funds are raised through DCA's "Pledge of Grants" to the U.S. Department of Housing and Urban Development (HUD) in order to obtain a federal guarantee of notes issued by the local government. The federally guaranteed notes are sold into private markets through public offerings conducted by HUD. By approving the project, a State pledges its future CDBG funds as the ultimate repayment source should a Section 108 loan default. The State's participation in the Section 108 program does not involve a pledge of Georgia's full faith and credit nor does it commit any funding to the local government. HUD makes the ultimate approval or denial of the federal guarantee.

Since CDBG funds are an essential and critical resource for Georgia's non-entitlement local governments, DCA will use conservative rating, selection and underwriting criteria in evaluating requests for the State's concurrence and Pledge of Grants. Only those projects that DCA determines can generate sufficient revenue from project resources to debt service all obligations will be competitive under the State's Section 108 rating and selection system.

#### **Maximum Loan Guarantee Amount:**

The maximum Loan Guarantee amount is \$5,000,000. In the interest of limiting exposure and promoting a diversified portfolio, DCA reserves the right to limit the amounts "pledged" to any one unit of local government or business interest.

#### **Total Funds Available**

DCA may set-aside a multi-year, cumulative total of up to twenty percent (20%) of its current and future CDBG allocations plus any CDBG program income for Pledge of

Grants that will be used as security for notes and other obligations issued by units of non-entitlement local government pursuant to Section 108 of the Housing and Community Development Act of 1974, as amended.

For projects that would provide extraordinary public benefit, job creation, and private investment, the DCA Board of Directors may approve allocation and loan amounts that exceed the twenty percent (20%) set-aside and/or maximum loan guarantee amounts. However, in no event may the amounts pledged exceed the limits contained in CFR Part 570.705(a) or up to five (5) times the amount of its last CDBG grant less the amounts of any unpaid balances previously guaranteed.

These Pledge of Grants do not immediately reduce the State's non-entitlement CDBG allocations, but rather create an obligation on the part of the State to use its CDBG funds to make payments on behalf of local governments that default on their loan payments to note holders. For any notes backed by the State's Pledges, DCA will require appropriate covenants that transfer an appropriate share of the risk to the local government and sub-recipient business.

### **Soft Costs and Fees**

Local governments interested in obtaining Section 108 financing must cover their own application preparation and administration costs in order to be competitive. Certain underwriting and issuance costs required by HUD in order to participate in the program are allowable and will not affect an application's competitiveness; however, all "soft costs" not necessary to cover HUD-required underwriting and issuance costs are not eligible for inclusion under Section 108 financing and must be paid from non-Section 108 sources. Limited technical assistance will be available from DCA on the preparation of a pre-application and application.

### **Eligible Activities**

Eligible activities under the Section 108 program are those identified in 24 CFR Part 570.703 which include (but are not limited to): (a) Acquisition of improved or unimproved real property in fee or by long-term lease, including acquisition for economic development purposes; (b) Rehabilitation of real property owned or acquired by the public entity or its designated public agency; (c) Payment of interest on obligations guaranteed under the 108 Program; (d) Clearance, demolition and removal, including movement of structures to other sites, of buildings and improvements on real property acquired or rehabilitated pursuant to paragraphs (a) and (b) of this section; (e) Site preparation, including construction, reconstruction, or installation of public and other site improvements, utilities, or facilities (other than buildings), which is related to the redevelopment or use of the real property acquired or rehabilitated pursuant to activities a and b of this section, or for an economic development purpose; (f) Payment of issuance, underwriting, servicing, trust administration and other costs associated with private sector financing of debt obligations under the 108 program; (g) The acquisition, construction, reconstruction, rehabilitation or installation of commercial or industrial buildings,

structures, and other real property equipment and improvements, including railroad spurs or similar extensions. Such activities may be carried out by the recipient or public or private nonprofit sub-recipients; (h) The provision of assistance to a private for-profit business, including, but not limited to, grants, loans, loan guarantees, interest supplements, technical assistance, and other forms of support, for any activity where the assistance is appropriate to carry out an economic development project, excluding those described as ineligible in CFR Part 570.207(a). In selecting businesses to assist under this authority, the recipient shall minimize, to the extent practicable, displacement of existing businesses and jobs in neighborhoods. (i) A debt service reserve to be used in accordance with requirements specified in the contract entered into pursuant to CFR Part 570.705(b)(1); and (j) Acquisition, construction, reconstruction, rehabilitation, or installation of public facilities (except for buildings for the general conduct of government), public streets, sidewalks, and other site improvements and public utilities.

For each activity funded under the 108 Program, at least seventy percent (70%) of all proposed beneficiaries and/or jobs to be created or retained as a result of the 108 project must be documented to be created for and able to be "taken by" or retained by persons defined as low- and moderate-income by DCA. Before project closeout, at least 70% of all jobs created must be documented to have been "taken by" persons defined as low- and moderate-income.

For projects that would provide extraordinary public benefit, job creation, and private investment, the Department may approve a slightly reduced low- and moderate-income benefit threshold. However, in no event may a specific project's low- and moderate-income benefit level fall below fifty-one (51%) or a level that the Department determines could cause the State to fall below the mandated program-wide low- and moderate-income benefit levels contained at CFR Part 570.484

## **Application Procedures**

Local governments interested in applying to HUD for a loan guarantee must first apply to DCA in order to obtain the State's concurrence and Pledge of Grants.

The application procedure for the Section 108 Program includes a pre-application and final application phase. Final applications may only be submitted following a written invitation from DCA. The purpose of the pre-application will be to underwrite, evaluate and score a proposed project to determine if the proposed project meets the requirements for the State's concurrence and Pledge of Grants. The purpose of the final application will be for DCA to approve the final form of the local government's application to HUD and negotiate any local certifications, credit enhancements and other understandings required as a condition of the State's Pledge of Grants approval.

Local governments may submit pre-applications for consideration at any time. Pre-applications and Applications may be submitted individually by one unit of general purpose local government, or jointly, by two (2) or more units of general purpose local government. Joint submissions must contain a copy of the Cooperating Agreement

entered into by the cooperating units of government. The Agreement should designate the unit of local government that will serve as lead applicant.

Pre-applications and applications for the 108 Program must be submitted in conformance with the format and applicable instructions specified by DCA Section 108 pre-application and application manuals.

### **Rating and Selection Process**

- a) Upon receipt of a pre-application under this program, staff will review the pre-application for completeness and for evaluation against the various rating and selection factors.
- b) For purposes of this program, the rating and selection factors shall be those specified in this section and any additional and/or supplemental information, data, analyses, documentation, commitments, assurances, etc. as may be required or requested by DCA for purposes of evaluating, rating, and selecting applicants under this program. Applications that contain insufficient information or documentation to be evaluated may be returned to the locality without further review.
- c) The staff may conduct site visits and hold discussions with applicants and proposed sub-recipients for the purposes of confirming and evaluating information contained in the pre-application or application. The staff may consult with other appropriate government and private entities in the course of reviewing and evaluating information contained in pre-applications and applications.
- d) The scores obtained for the various selection factors will be totaled and only those applicants with scores of at least 325 points will be considered for a Pledge of Grants.

### **Selection System for Section 108 Applications**

Section 108 Applications will be rated and scored against each of the following factors:

<b>Review Factors</b>	<b>Maximum Points Available</b>
Demographic Need	90 points
Program Feasibility	120 points
Program Impact	120 points
Program Strategy	120 points
<u>Bonus (for Credit Enhancement)</u>	<u>25 points</u>
Total Available Points	475 points

a) Demographic Need (90 points)

1) Absolute Number of People in Poverty (30 points)

All eligible local governments will be compared in terms of the absolute number of people whose incomes are below the poverty level. Individual scores will be obtained by dividing each government's absolute number of persons in poverty by the greatest number of persons in poverty of any eligible local government and multiplying by 30.

2) Percent of People in Poverty (30 points)

All eligible local governments will be compared in terms of the percentage of people whose incomes are below the poverty level. Individual scores will be obtained by dividing each government's percentage of persons in poverty by the highest percentage of persons in poverty of any eligible local government and multiplying by 30.

3) Per Capita Income (30 points)

All eligible local governments will be compared in terms of their per capita income. Individual scores will be obtained by dividing each government's per capita income into the lowest per capita income of any eligible local government and multiplying by 30.

Demographic scores will be based on the latest available data, consistent as of the same point in time for each factor. Scores will be based on county data.

b) Program Feasibility (120 points)

The following factors will be considered:

- 1) Local government's financial condition?
- 2) Local social-economic conditions and need?
- 3) Organizational status of development agency or sub-recipient business?
  - i) Reputable history for business and all related entities?
  - ii) Credit History?
  - iii) Litigation?
  - iv) Government Findings / Sanctions?, etc.
- 4) Is the proposed business or development concept/product/service proven or does the proposal represent an untried business model?
- 5) Does the proposed Section 108 investment/purpose contain the basis for its repayment?
- 6) Is the development agency's or sub-recipient business' historical performance and standing secure in the following areas: capital



- management, debt capacity, management character & experience, collateral value, economic and market conditions?
- 7) Is the development agency's or sub-recipient business' proposed development or business plan reasonable and does it use reasonable assumptions in the following areas: capital investment; debt service capacity, management ability, collateral value, industry analysis, response to future economic and market conditions?
  - 8) For real-estate projects, does the proposed development team have a successful record of accomplishment? Developer? Contractor? Architect? Leasing Agent? Property Manager? Syndicator? Construction Manager? Interim and Permanent Lenders?
  - 9) Does the proposed project comply with the CDBG regulations and guidelines for "appropriateness", underwriting, and public benefit?
  - 10) Are all project costs verified through either original source documents, architectural and engineering reports, or an MAI or other certified appraisal acceptable to DCA?
  - 11) Is the balance of all financing sources verified and committed?
  - 12) Is all required real-estate available, have clear title, and under proper option?
  - 13) Is the development agency's or sub-recipient's investment and job commitment letter in the proper format?
  - 14) Are all needed architectural plans, engineering reports, plans, and specifications completed and approved by appropriate authorities?
  - 15) Can the project be carried out in accordance with all applicable federal, state, and local law, regulation and permitting requirements?

Feasibility points will be awarded by a DCA staff review panel, in accordance with the levels below, based on how well the applicant addresses the impact factors:

Level One	(poor)	00.0
Level Two	(below average)	30.0
Level Three	(average)	60.0
Level Four	(good)	90.0
Level Five	(excellent)	120.0

#### c) Program Impact (120 points)

The following factors will be considered:

- 1) Number of jobs created and/or retained;
- 2) Section 108 cost per job;
- 3) Availability of jobs to low/mod income persons;

- 4) Quality of jobs and employee benefits (health, retirement, leave, etc.);
- 5) Project's impact on local unemployment rates;
- 6) If applicable, the project's impact on blighting conditions that threaten public health and safety or impede economic development.

Points for impact will be awarded by a staff review panel, in accordance with the levels below, based on how well the applicant addresses the impact factors:

Level One	(poor)	00.0
Level Two	(below average)	30.0
Level Three	(average)	60.0
Level Four	(good)	90.0
Level Five	(excellent)	120.0

d) Program Strategy (120 points)

The following factors will be considered:

- 1) Documentation that the proposed project is not eligible under existing federal, state, regional or local economic development financing programs or else the programs would fail to fully meet the project's need.
- 2) Documentation that the proposed project represents a unique, large-scale project that will further the objectives of Title I of the Housing and Community Development Act.
- 3) Documentation that the local government will assign certain responsibilities under 108 to the State to insure efficient credit monitoring, sub-recipient loan servicing and 108 loan payments.
- 4) The ratio of private equity and investment to Section 108 funds.
- 5) Documentation that the sub-recipient business or development agency will generate sufficient revenue and that sufficient credit enhancements are in place to reasonably insure that the Section 108 loan can be amortized without any risk to future CDBG allocations?
- 6) Documentation that the public benefits to be achieved is reasonable and to the extent, practicable Section 108 funds will not substitute for other available funds?
- 7) Adequacy of financing strategy?
  - Repayment ability?
  - Rate?
  - Term (maximum consideration for terms less than 10 years)?
  - Type (maximum consideration for permanent financing. Users that provide their own construction financing will be most competitive).
  - Collateral and Security?

- 8) Validity of sub-recipient's commitment to fulfill hiring and investment commitments?
- 9) Project's conformance to: i) local and regional plans; ii) service delivery strategy and iii) the Georgia Planning Act;
- 10) Project's conformance to federal, state, and local laws and regulations; and
- 11) Relationship to overall objectives of the Section 108 and CDBG Program, including the extent of benefit to persons of low and moderate income.

Strategy points will be awarded by a staff review panel, in accordance with the levels below, based on how well the applicant addresses the strategy factors:

Level One	(poor)	00.0
Level Two	(below average)	30.0
Level Three	(average)	60.0
Level Four	(good)	90.0
Level Five	(excellent)	120.0

**e) Bonus for Pledge of Assets and/or Credit Enhancement (25 points)**

Localities, which have a local Revolving Loan fund (RLF) capitalized with EIP or CDBG proceeds, federal Economic Development Initiative (EDI) or Brownfield (BEDI) grants or other assets, may, at their discretion, pledge those assets as a “loan loss reserve” or other security or credit enhancement in order to boost the competitiveness of their 108 application. Likewise, borrowers may also receive bonus points for agreeing to provide other credit enhancements such as stand-by letters of credit, guarantees or other recourse instruments. The consideration will consist of a maximum of an extra 25 points for use in the State’s Section 108 “Pledge of Grants” decision.

**Invitation to Submit a Final Application**

The points received by a pre-applicant on the rating factors will be totaled. In order to receive an invitation to submit a final application, a pre-application must receive at least 325 points. In cases where fundable pre-applications exceed available funds, the pre-applicant with the highest number of jobs benefiting low- and moderate-income persons will be given priority.

**Final Application Funding Determination**

- a) Final applications are invited only for those projects that meet the pre-application threshold requirements;
- b) The locality submitting the Section 108 final application must hold public hearing(s) in accordance with the requirements of HUD and Georgia's CDBG program;

- c) Final applications for the Section 108 Program must be submitted in conformance with CFR Part 570.704 and the format and applicable instructions specified by DCA and HUD;
- d) The final application review will ensure that all appropriate funding criteria have been considered, and the overall benefits to be achieved warrant the State's concurrence, acceptance of the responsibilities outlined in CFR Part 570.710 and "Pledge of Grants";
- e) Upon approval by DCA, the Final Application will be placed in its final form by the applicant local government and submitted to HUD for their review with assistance from DCA. It should be noted that DCA reserves the right to ask local governments to submit their applications without the State's Pledge of Grants in cases where the final security requirements or other issues are unknown. In such cases, the State's Pledge of Grants would be forthcoming to HUD upon the successful negotiation of a security arrangement and repayment schedule acceptable to the State.

### **CDBG Loan Guarantee Performance Thresholds**

Recipients of prior CDBG funding with outstanding audit, monitoring findings and/or other program exceptions, which involve a violation of federal, state or local law or regulation and/or have failed to substantially meet their proposed accomplishments in their current CDBG or EIP projects are ineligible for 108 consideration. Local governments and businesses that default on a loan payment under the 108 program shall be sanctioned and immediately become ineligible to compete for or receive any DCA grant or loan until the State is "made whole" in regards to its CDBG loss. In addition, applicants must comply with their reporting under the Georgia Planning Act, the Service Delivery Strategy Law (H.B. 489), the Georgia Solid Waste Management Act, the Local Governments Audit Act and the DCA Local Government Finance Report requirements

### **Float Funded Activities**

The State does not propose to provide CDBG Float-funded activities during SFY2011 using an allocation of FFY2010 funds. However, if the State proposes such a activity, the appropriate program will be implemented in accordance with applicable HUD regulations found at 24 CFR 92.209-92.211. A Substantial Amendment to the SFY2011 Action Plan will also be issued to insure adequate opportunity for public comment.

## **I. GEORGIA'S PROPOSED DISTRIBUTION METHOD AND GEOGRAPHIC ALLOCATION OF ESG FUNDS**

### **Program Structure**

The State has been allocated \$2,262,240 in FFY2010 ESG program funds from HUD. The State Housing Trust Fund for the Homeless (HTF) will provide 45% of the State's non-federal funding match required by the ESG program regulations. The match will also be supported by supplemental costs incurred by sub-recipient programs (in excess of

the other 5% to meet the 50% requirement). The Georgia Housing and Finance Authority (GHFA) is the recipient of the State's ESG allocation. GHFA will contract with DCA to administer the programs funded by this ESG allocation.

The purpose of the ESG program is to provide shelter and essential services to homeless persons throughout the state by making HTF funds and Federal ESG funds available to nonprofit organizations (including community and faith-based organizations) and local government entities operating homeless housing and/or providing services to the homeless. This program is principally designed to be a first step in a continuum of assistance to enable homeless individuals and families to move toward independent living. Another purpose of this program is to reduce recidivism by providing housing support in order to stabilize homeless persons with disabilities.

Local units of government are eligible to apply. To the extent determined under State law by HTF and DCA, private, secular, and faith-based nonprofit organizations are also eligible to apply for funds. Agencies must demonstrate collaboration with local mainstream service providers and local homeless provider groups. Agencies must also participate in continuum of care planning appropriate to the jurisdiction where their activities are located and their applications must be approved by local governments.

On July 1, 1998 Senate Bill 474 became effective as law (OCGA Title 50, Chapter 20) in Georgia. This chapter is entitled Relations With Nonprofit Contractors. The law states that *"The intent of this chapter is to provide auditing and reporting requirements for nonprofit organizations which provide services and facilities to the state, to ensure the financial accountability of nonprofit contractors, and to develop adequate information concerning nonprofit contractors. The General Assembly finds that the state has a right and a duty to monitor nonprofit organizations which contract with the state to ensure that their activities are in the public interest and to ensure that public funds are used for proper purposes."*

According to Federal law and regulation, the term *"private nonprofit organization"* means a secular or religious organization described in section 501(c) of Title 26 that is exempt from taxation under Subtitle A, has an accounting system and a voluntary board, and practices nondiscrimination in the provision of assistance in a manner that is free from religious influences.

According to State law, *'nonprofit organization'* means any corporation, trust, association, cooperative, or other organization that is operated primarily for scientific, educational, service, charitable, or similar purposes in the public interest; is not organized primarily for profit; and uses its net proceeds to maintain, improve, or expand its operations. The term nonprofit organization includes nonprofit institutions of higher education and hospitals. For financial reporting purposes guidelines issued by the American Institute of Certified Public Accountants should be followed in determining non-profit status.

Nonprofit organizations that previously have not received any grant funds from the DCA must receive consent from their local Continuum of Care. DCA will contact Continuums

during the review period to assure compliance. Additionally, DCA will conduct a site inspection visit prior to the final award of grant funds. Generally, limited ESG funds are not intended for start-up efforts. Agencies are expected to have homeless services established prior to participating in the application process.

All programs must be provided in a manner that is free from religious influences.

Organizations that are religious or faith-based are eligible on the same basis as any other non-profit organization. These organizations may not engage in inherently religious activities, such as worship, religious instruction or proselytization as a part of programs or services funded under the ESG Program. If an organization conducts such activities, the activities must be offered separately in time or location from the programs or services funded under the ESG Program. Participation in these programs must be voluntary for clients. Faith-based and religious organizations may not discriminate against a program beneficiary or prospective program beneficiary on the basis of religion or religious belief.

Faith-based or religious organizations will retain their independence from Federal, State and local governments. They may carry out their missions, including the definition, practice and expression of religious beliefs, provided that no ESG funds are used to support any inherently religious activities, such as worship, instruction or proselytization. Organizations may use space in their facilities to provide ESG services without removing religious art, icons, scriptures or other religious symbols. Organizations may also retain authority over internal governance, including terms and references in the organization name, selection of board members on a religious basis, and religious references in mission statements and other governing documents.

Under State law, DCA must collect and evaluate organizational and financial information from nonprofit organizations in order to establish the capacity of the nonprofit organization prior to making an award, and to report funding amounts to the State Department of Audits. Applicants must be in compliance with all DCA programs and grant agreements to apply for and receive funds under this program.

In return for funds, and among other requirements, nonprofit organizations must make appropriate reports to the state auditor and to each state agency from which it received funds for each fiscal year within 180 days from the close of the nonprofit organization's fiscal year. Reporting formats vary based upon the amount of "state funds" received by nonprofit organizations during the organization's fiscal year.

This law also sets forth responsibilities of the state auditor and covers measures to be taken by state agencies if there are matters of non-compliance. Copies of the law and associated guidance are available upon request by calling DCA at (404) 327-6856. For further compliance information, nonprofit applicants are encouraged to first contact their own internal auditors. Additional information may be obtained from the State Office of Audits as follows: Georgia Department of Audits, Non-Profit and Local Government Audits Division, 270 Washington Street SW, Suite 1-156, Atlanta, GA 30334-8400. The contact is Mr. Edward Blaha; phone (404) 651-5115, Email [blahaef@audits.ga.gov](mailto:blahaef@audits.ga.gov).

Program requirements include, but are by no means limited to, the following:

- 1) Costs requested for reimbursement via automatic deposit by DCA must be “reasonable and justifiable,” and are only eligible to the extent that they are consistent with the program approved by DCA.
- 2) All funds will be reimbursable to grantees based upon actual program expenses with supporting documentation (retained by grantee).
- 3) Expenses are only eligible to the extent that they benefit “homeless persons” under the ESG program, as defined herein.
- 4) Environmental - All grants are subject to environmental review in accordance with the federal regulations governing the ESG program.
- 5) All grants to non-profit organizations are subject to the administrative requirements and cost principles outlined in OMB Circulars A-110 and A-122. These requirements for local governments are outlined in 24 CFR, Part 85 and OMB Circular A-87.

The Georgia Security and Immigration and Compliance Act requires contractors to file an affidavit that the contractor and its subcontractors have registered and participate in a federal work authorization program intended to insure that only lawful citizens or lawful immigrants are employed by the contractor or subcontractor.

Eligible beneficiaries for all ESG activities are “homeless persons” as defined by the U. S. Department of Housing and Urban Development. Only “homeless persons” are eligible to receive benefit with the exception of activities for “Homeless Prevention” and “Technical Assistance” (when available). Organizations receiving funds must maintain DCA-prescribed documentation to support benefit to homeless persons.

The following activities are eligible for funding:

Emergency Shelter Operations and Services provided at one or more emergency shelters reserved exclusively for “homeless persons,” as defined by HUD. Emergency Shelter Operations and Services shall receive the highest priority for funding. The term “emergency shelter” means a form of supportive housing in which a structure, or a clearly identifiable portion of a structure, meets the following criteria:

- 1) Serves the immediate needs of all homeless persons who would otherwise spend the night outdoors or in places not meant for human habitation;
- 2) Provides beds and services either on site or in cooperation with other shelter providers;
- 3) Typically, but not always, serves hard-to-reach homeless persons who have severe mental illness, are frequently homeless, and have been unable or unwilling to participate in supportive services;
- 4) Participates in coordinated outreach, intake, referral, case management, housing support and other systems of care within the service area and continuum in order to provide housing and supportive services that will enable homeless persons to end their homelessness while maximizing self-sufficiency;

- 5) Provides 24-hour access to beds and services either on site or in collaboration with other providers;
- 6) Without regard to the above limitations, provides 24-hour access to beds and services for all who are in danger due to minor illnesses that do not require professional care, those in danger due to weather conditions, or for any other likely reason, as determined by the participating continuum; and
- 7) Stays may or may not include consecutive nights and generally do not exceed 30 consecutive days with a maximum stay of 90 consecutive nights.

An emergency shelter (depending upon its role in the Continuum of Care) may also provide supportive services to eligible persons who are not residents on a drop-in basis. An emergency shelter recognizes that, for many homeless persons, the transition to permanent housing is best made in stages, starting with a small, highly supportive environment where an individual can feel at ease, out of danger, and subject to limited supportive service and occupancy requirements. While all participants may be required to comply with "house rules" and limitations may be placed upon lengths of stay, emergency shelters typically do not require full participation in services (other than intake and assessment) and referrals as a first condition of occupancy. Emergency shelters usually serve as an entry point to the service system and provide first access to basic services such as outreach, referral, obtaining ID, food, clothing, bathing facilities, telephones, storage space, and mailing addresses.

Eligible "Emergency Shelter Operations" activities include repairs (less than \$5,000), maintenance, operations, rent, security, fuel, equipment, insurance, utilities, food and furnishings. Staff salaries (including fringe benefits) attributable to operations (excluding maintenance and security salary costs) but not devoted to client services are limited to not more than 10% of the grant amount.

Eligible "Emergency Shelter Services" include, but are not limited to, activities such as housing placement and supportive service planning, health services, transportation, child care, and other services essential for achieving independent living. Services should be focused on increasing the housing stability of the persons served. Applicants must demonstrate that services requested are not available through the mainstream and total service costs may not exceed 30% of the grant amount.

Salaries and associated costs for services are only available to personnel who are 100% dedicated to agency programs. Persons who perform general administrative duties (executive director, fundraising staff, bookkeepers, etc.) may not be compensated with ESG funds.

Transitional Housing Operations and Services provided at one or more transitional facilities reserved exclusively for "homeless persons", as defined by the U. S. Department of Housing and Urban Development. The term "transitional housing" means a form of supportive housing in which a structure or a clearly identifiable portion of a structure or program provides overnight accommodations as part of a short or long-term program with clear and enforceable program participation and supportive service requirements agreed upon by the homeless client prior to program entry. Transitional



housing stays range from 90 days to 2 years, dependent upon the housing and supportive service needs of the client and the programs offered by the supportive housing agency.

Eligible operations and service activities are the same as those specified for emergency shelter (from previous section).

Supportive Services Only to “homeless persons” as defined by the U. S. Department of Housing and Urban Development. To receive a grant for stand-alone supportive services, such services must be provided by an organization with demonstrated capability to provide professional services in a coordinated manner with mainstream providers and other homeless service providers in their service area and Continuum. Supportive service grants are generally limited to organizations that directly serve homeless clients, participate in Continuums and provider work groups, and are in full compliance with DCA’s Housing Support Standards and Homeless Management Information System (HMIS) policy. Supportive services grants are limited to organizations that either do not house clients, or those that house clients but have limited access to necessary services (as determined by DCA). Eligible service activities include the following:

Housing Support Services (HSS) – Housing Support Service programs include supportive services aimed at increasing a client’s housing stability and self-sufficiency. Services should include: assessment, housing stability plan development; acting as a liaison to secure and maintain housing; connection to mainstream resources and services; coordination with other providers; monitoring of progress; and advocating on behalf of the client. Goals established should emphasize housing stability and access to mainstream services. Services should also focus on building a set of supports that can help prevent the recurrence of housing crises. Specific populations and HSS practices must be identified. Typical costs might include personnel, HMIS implementation, transportation, etc.

Outreach - This program might include (but is not necessarily limited to) professional outreach teams consisting of peer support personnel, trained case managers, MH/AD professionals, etc. to work with persons in unsheltered environments, engagement of homeless persons at day centers (non-ESG funded), soup kitchens, etc. Typical ESG costs would include personnel, transportation, HMIS and other related expenses.

Day Centers - Programs designed to serve persons living on the street or in emergency shelter. Day centers might offer meals, laundry services, clothing, counseling, services to obtain birth certificates, identification, etc. Day centers might also offer direct assistance to clients, such as food pantry, clothing, furniture distribution, transportation, deposits to establish apartments, etc. Typical ESG costs would include property rents or maintenance, HMIS, personnel, insurance, food, etc., as well as direct assistance costs. Activities should be directly related to increasing the housing stability of the individuals and families served.

Child Care – Programs designed to serve children (generally younger than 6) of families that are currently homeless or very recently placed into housing (past 3 months) who are not enrolled in K-12 schools. Typical ESG costs would include property rents or

maintenance, personnel, HMIS, insurance, food, etc., or, in lieu of these costs, tuition. The program should be collaborating with other providers serving the family in order to help them obtain alternative sustainable childcare through child care vouchers, affordable providers, etc. as well as connecting them with mainstream resources.

**Health Care** – Programs designed to serve persons living on the street or in emergency shelter who do not have health insurance coverage and are not eligible to receive Medicaid/Medicare. Health Care programs may also serve persons living in respite shelters. Agencies should connect clients with mainstream resources. Typical ESG costs would include medical personnel, medical supplies, testing services, equipment, rent, HMIS, maintenance, etc. Consult DCA for guidance if prescriptions are proposed.

**Mental Health/Substance Abuse Programs** – Programs for persons living only in shelter and transitional housing that are not eligible for DHR core specialty services and for whom alternative services are not available. Generally, DBHDD core and specialty providers are not eligible to receive ESG funds for MH/SA programs. Typical costs would include personnel (salaried or consulting), rents, utilities, HMIS, insurance, etc.

**Employment Programs** – Programs to assist homeless individuals with obtaining competitive employment. Programs should include aspects such as: job assessment; one-on-one job counseling; partnerships with employers; specialized job training; and job placement. Agencies should demonstrate that mainstream programs do not exist or are insufficient to meet the needs of the population to be served. Employment programs should demonstrate how they are tailored to the needs of homeless individuals specifically. Costs might include personnel, rents, utilities, salaries, HMIS, insurance, etc.

**Other Services** – Other programs designed to address other key issues confronting homeless individuals or families that do not fit in the above categories. Examples include legal services or furniture distribution. Agencies should demonstrate why this service is essential to increasing housing stability and is not available through mainstream resources.

In addition to other program costs (facilities, materials, etc.), any staff time charged to supportive service program costs must be fully devoted to client service. Persons who perform general administrative duties (executive director, fundraising staff, bookkeepers, etc.) may not be compensated for service-related functions, even if they perform these functions. To the maximum extent possible, applicants must procure services from mainstream service providers in lieu of requesting or receiving ESG funds for services. Applicants must be able to demonstrate a) that this service is directly related to increasing housing stability; b) not available through any other providers or mainstream agencies in the community and c) related to the overall mission of the agency. All services should ultimately focus on increasing the housing stability of the individual or family being served.

In SFY2011, preference will be given to dedicated housing supportive service (HSS) programs that assure, to the extent feasible, that clients who are homeless and have a disability attain and retain stable housing and do not return to the street or to shelters.

Project Homeless Connect – Applicants may receive funding to coordinate and sponsor a one-day, one-stop Project Homeless Connect event to deliver services to people experiencing homelessness in the community. At a minimum, the event should provide an array of social services including healthcare, legal aid, housing assistance, job opportunities, benefits enrollment opportunities and quality of life resources with the underlying idea to get as many as possible on a track to self-sufficiency and, ultimately, into permanent housing.

General administration is not an eligible activity. Only “programs” are eligible. Only programs whose activities are eligible under Federal ESG regulations (24 CFR 576.21) will be eligible for funding, but only to the extent practicable and subject to DCA funding priorities.

General funding limits are expected to be as follows: Emergency Shelter - \$50,000 per facility; Transitional Housing - \$25,000 per facility; Supportive Services - \$25,000 per program (maximum of 2 programs per agency), Project Homeless Connect - \$3,000. Shelter Plus Care (S+C) sponsors renting from themselves or from affiliated entities, as well as HOPWA/S+C grantees targeting HIV are generally not eligible for Supportive Services funding. Agencies implementing HUD-designated “Samaritan Projects” may receive up to \$50,000 for a single Supportive Services program.

Five percent (5%) of the Federal ESG allocation will be utilized for administrative costs of DCA. This figure would be \$113,112 based upon the FFY2010 allocation. Federal FY2010 funds available to grantees under the HUD ESG Program are \$2,149,128. State HTF Commission funds expected to be made available under the program are estimated to be \$2,000,000, giving a combined total of \$4,149,128.

### **The Application Process**

Applications will be solicited through a Notice of Funds Availability of State ESG Application Guidelines for SFY2011 Program Year. This notice will be mailed and/or e-mailed to known homeless service and housing providers, local governments, and other interested parties. Regional workshops to discuss application requirements will be conducted by staff beginning in February 2010.

All homeless service and housing providers, local governments, faith-based organizations and other interested parties may apply subject to application requirements. In SFY2010, faith-based organizations received 82 of the 201 ESG grant awards. Faith-based organizations were awarded \$1,931,350 (48%) of the total ESG funds awarded.

### **Funding Award Factors**

General funding decisions for all non-profit agencies:

- The complexity or nature of the request;
- Organizational structure, operating processes, and capacity;
- The extent to which the organization operates under the authority of a diversified, involved, volunteer, community-based board of directors;
- Professional management;
- The consistency of the organization's identity or its mission to the provision of homeless or HIV/AIDS (as applicable) services;
- The consistency to which the organization utilizes networks to avoid duplication of housing and services;
- Participation in appropriate Continuum of Care Plans;
- Sound operating procedures, accounting policy and controls; and
- Organizational and financial policy, stability and capacity.

DCA staff will continue to use a points system during application review to ensure that the limited pool of funding received is used in the most effective way possible.

Individual scores by program may be assessed for completeness of the grant application; past performance (including bed utilization and reporting); implementation strategy (narrative describing need, clients served, local coordination, goals, outputs, outcomes, etc.); procurement of outside resources; the extent to which programs result in increased housing stability for clients; organizational development and experience; budgeting and financial reporting; efficient and effective use of HMIS; adherence to DCA Housing Support Standards (HSS) and other relevant factors. Applicants requesting funds for multiple programs may receive funds for some, but not all, programs.

In addition, there are certain considerations that may result in an application being automatically rejected without being scored. These threshold requirements include, but are not limited to: the completeness of a grant application (for all program areas where funding is requested); the extent to which the program serves exclusively (100%) homeless persons; 501(c)(3) status for nonprofit agencies, and outstanding or repeated findings of noncompliance (including noncompliance with the DCA HMIS policy); for services, the degree to which the application demonstrates that mainstream services for transportation, childcare, mental health, addiction, etc. are not available for the program; consistency with local need, conformance to local plans, and service delivery strategy; other funding available for the program; the amount of funds requested, prior award amounts, and prior utilization of funds; degree of compliance demonstrated during DCA monitoring visits or in desk audits; relative quality of housing or standards of services to be provided; level of service (number of persons, hours of service, etc.); the value of applicant's contributions (cash and in-kind); and demonstrated ability of the agency to move homeless individuals into housing or demonstrated ability of the organization to increase housing stability of homeless individuals.

Provided that all contract conditions are met, payments will be made on a reimbursement basis.

All ESG applicants must provide 50% of the cost of each program with other cash, in-kind services or donations. The matching requirement may be waived at the discretion of DCA on a case-by-case basis.

The application deadline was April 5, 2010. Funding announcements are expected by June 30, 2010 for applications that are complete when submitted on or before the April deadline.

The Commissioner of DCA or staff designated by the Commissioner shall have the authority to make awards from funds allocated by HUD or reserved by the HTF Commission in concurrence with this program description.

Applications must be submitted on forms provided by DCA. The applicant must provide required certifications and provide all supporting documentation requested by DCA. Each applicant must demonstrate to the satisfaction of DCA that it complies with Federal, State and local laws and regulations, and that it is capable of carrying out applicable programs. All returning grantees must be in full compliance with existing DCA contract agreements.

For housing and services agreements, awarded funds will generally cover the period beginning on July 1, 2010 and ending on June 30, 2011.

Each participant must report periodically and annually on the actual units of service delivered, the number of persons served, and any other program performance data requested by DCA. Grantees (other than domestic violence grantees) may be required to report through HMIS. Grantees must also meet Federal, State financial, and other reporting requirements.

In addition to all other federal, state and local laws and regulations, all activities must be implemented in full compliance with HUD ESG Program regulations published at 24 CFR § 576. All activities must obtain approval(s) from appropriate local government jurisdictions for each activity on formats prescribed by DCA. Documentation of approval should be included in the application. Incomplete or ineligible applications, including applications that do not adequately address local approval(s) and consolidated plan certification(s), may be returned unprocessed.

Program monitoring will occur periodically, as determined by DCA, through on-site visits and/or desk audits of reimbursement requests. With the exception of domestic violence only agencies, DCA may review compliance with HMIS and HSS policies through documentation in Pathways.

With the exception of organizations that exclusively serve victims of domestic violence, applicants with existing DCA ESG, HOPWA or S+C awards must be in compliance with DCA's HMIS policy, as updated from time to time and posted on the DCA website. New applicants must be in full compliance prior to grant agreement and drawdown of funds. Substantial failure to meet DCA's HMIS policy requirement will result in an automatic failure of funding application.

DCA staff will continue to implement standards and practice for the provision of Housing Support Services. All ESG applicants and grantees must comply in order to receive and retain funds. These requirements will be posted on the DCA website and are updated from time to time by DCA staff.

These standards require participation in coordinated outreach, intake, referral, and case management systems within the continuum of care in order to provide, in conjunction with other providers, appropriate housing and supportive services to better enable homeless persons to achieve success and end their homelessness. These standards require most grantees to: a) assess consumer needs and barriers to housing; b) work to move homeless individuals into transitional housing, permanent supportive housing, or other permanent housing; c) document and track referrals to housing and service providers; and d) track participant progress and outcomes. Organizations will be required to document these efforts through the Pathways COMPASS system unless they are exempt from participating in HMIS, in which case they will document these efforts through an alternative method.

Agencies providing critical need services only (soup kitchens, clothes closets, etc.) may be exempt from adhering to these standards on a case by case basis as determined by DCA staff.

Information regarding the Housing Support Standards and how to implement them can be found on the DCA website at the following link:

<http://www.dca.ga.gov/housing/specialneeds/programs/HousingSupportStandards.asp>

Providers of emergency shelter receiving ESG funds (excluding winter shelters) should be able to document placement of a minimum of 50% of homeless households served in the last fiscal year (2009-2010) into transitional or permanent housing. Applicants should note that this outcome measure and others will be closely monitored in coming years. Providers of transitional housing receiving ESG funds should be able to document placement of a minimum of 64% of the households who completed the transitional housing program in SFY2010 into permanent housing.

All records created as a result of the submission of an Application to participate are subject to disclosure under the Georgia Open Records Act and the applicant expressly consents to such disclosure. The Applicant agrees to hold harmless the State Housing Trust Fund for the Homeless, the Georgia Housing and Finance Authority and the Georgia Department of Community Affairs against all losses, costs, damages, expenses, and liability of any nature or kind (including but not limited to attorney's fees, litigation and court costs) directly or indirectly resulting from or arising out of the release of any information pertaining to the Applicant's submission of an Application and implementation of any activities as a result of funding under this program, pursuant to a request under the Georgia Open Records Act.

### **Geographic Allocation**

The State does not anticipate any funding set-asides for specific geographic areas of Georgia.

## **J. GEORGIA'S PROPOSED DISTRIBUTION METHOD AND GEOGRAPHIC ALLOCATION OF HOPWA FUNDS**

### **PROPOSED DISTRIBUTION METHOD**

#### **Program Structure**

The purpose of the HOPWA program is to provide resources and incentives to devise long-term comprehensive strategies for meeting the housing needs of low-income persons with acquired immunodeficiency syndrome (AIDS) and persons in their family. Limited services may also be provided with HOPWA funds. HOPWA funds are typically sub-granted to nonprofit agencies within the communities. Typically, these agencies make their own rules for programs, if such rules are within the scope of HOPWA regulations and guidance from HUD. In Georgia, HUD provides HOPWA formula funds to two (2) other government entities in addition to DCA.

The first and largest formula recipient in Georgia is the City of Atlanta. Atlanta receives a formula share for the Atlanta "Metropolitan Statistical Area" (MSA) and makes numerous sub-grants within twenty-eight (28) counties. Those counties include Barrow, Bartow, Butts, Carroll, Cherokee, Clayton, Cobb, Coweta, Dawson, DeKalb, Douglas, Fayette, Forsyth, Fulton, Gwinnett, Haralson, Heard, Henry, Jasper, Lamar, Meriwether, Newton, Paulding, Pickens, Pike, Rockdale, Spalding and Walton. In the Atlanta MSA, Living Room performs intake and assessment, and assists people living with HIV/AIDS and their families or partners to access housing and service programs. For more information, contact Living Room at (404) 616-6332 or Mr. Richard Willis at the City of Atlanta at (404) 330-6112 x 5061.

The smallest recipient is the Augusta-Richmond County government. Augusta-Richmond County receives a formula share for four (4) Augusta MSA counties, including Burke, Columbia, McDuffie and Richmond. For more information on Augusta's programs, contact Ms. Adrian Small-Jones of Augusta-Richmond County at (706) 842-3085.

The State of Georgia currently funds seven (7) regional programs. Sponsors and areas covered are listed below in Table 36.

**Table 36: Georgia HOPWA Project Sponsors and Area of Coverage**

<u>Sponsor Name</u>	<u>Regional Location</u>	<u>Contact Name</u>	<u>Phone</u>
AIDS Athens, Inc.	Athens	Ms. Olivia Long olivia@AIDSathens.org	(706) 542-2437
Central City AIDS Network, Inc.	Macon	Mr. Johnny Fambro rainbow@mindspring.com	(478) 750-8080
Comprehensive AIDS Resource Encounter, Inc.	Jesup	Ms. Arlene Mutchler	(912) 530-8078

(CARE)		arlene@jesupcare.com	
Homeless Resource Network, Inc.	Columbus	Ms. Liz Dillard-Alcantara Liz@homelessresourcenetwork.org	(706) 571-3399
Lowndes Co. Board of Health (a/k/a South Health District)	Valdosta (South GA)	Ms. Terri Ball teball@dhr.state.ga.us	(229) 245-8711 x207
North Georgia AIDS Alliance, Inc.	Gainesville	Ms. Angel Randolph arandolph@aidsalliance.us	(770) 297-3175
Union Mission, Inc. (Savannah 8-1)	Savannah	Ms. Aretha Jones ajones@unionmission.org	(912) 495.8887

For more information on the programs named above (types of programs, eligibility, etc.) please call the program contact listed. For general information, contact DCA at (404) 679-0651.

The State has been allocated \$2,025,746 from HUD in FFY2010 HOPWA program funds. The Georgia Housing and Finance Authority (GHFA) will be the recipient of the State's HOPWA allocation. GHFA will contract with DCA to administer the programs funded by this HOPWA allocation.

Local government entities are eligible to apply for HOPWA funds. To the extent determined under State law by HTF and DCA, private, secular or faith-based nonprofit organizations are also eligible to apply for funds. Nonprofit organizations must demonstrate collaboration with local mainstream service providers and local homeless provider groups.

On July 1, 1998 Senate Bill 474 became effective as law (OCGA Title 50, Chapter 20) in Georgia. This chapter is entitled Relations With Nonprofit Contractors. The law states that *"The intent of this chapter is to provide auditing and reporting requirements for nonprofit organizations which provide services and facilities to the state, to ensure the financial accountability of nonprofit contractors, and to develop adequate information concerning nonprofit contractors. The General Assembly finds that the state has a right and a duty to monitor nonprofit organizations which contract with the state to ensure that their activities are in the public interest and to ensure that public funds are used for proper purposes."*

According to Federal law and regulation, the term *"private nonprofit organization"* means a secular or religious organization described in section 501(c) of Title 26 that is exempt from taxation under Subtitle A, has an accounting system and a voluntary board, and practices nondiscrimination in the provision of assistance in a manner that is free from religious influences.

According to State law, *'nonprofit organization'* means any corporation, trust, association, cooperative, or other organization that is operated primarily for scientific, educational, service, charitable, or similar purposes in the public interest; is not organized primarily for profit; and uses its net proceeds to maintain, improve, or expand its operations. The term nonprofit organization includes nonprofit institutions of higher



education and hospitals. For financial reporting purposes, guidelines issued by the American Institute of Certified Public Accountants should be followed in determining nonprofit status.

All programs must be provided in a manner that is free from religious influences.

Organizations that are religious or faith-based are eligible on the same basis as any other non-profit organization. These organizations may not engage in inherently religious activities, such as worship, religious instruction or proselytization as a part of programs or services funded under the HOPWA program. If an organization conducts such activities, the activities must be offered separately in time or location from the programs or services funded under the HOPWA program. Participation in these programs must be voluntary for clients.

Faith-based or religious organizations will retain their independence from Federal, State and local governments, and may carry out their missions, including the definition, practice and expression of religious beliefs, provided that no HOPWA funds are used to support any inherently religious activities, such as worship, instruction or proselytization. Organizations may use space in their facilities to provide HOPWA services without removing religious art, icons, scriptures or other religious symbols. Organizations may also retain authority over internal governance, including references and terms in the organization name, selection of board members on a religious basis, and religious references in mission statements and other governing documents.

Under State law, DCA must collect and evaluate organizational and financial information from nonprofit organizations in order to establish the viability of the nonprofit organization prior to making an award and to report funding amounts to the State Department of Audits.

In return for funds, and among other requirements, nonprofit organizations must make appropriate reports to the state auditor and to each state agency from which it received funds for each fiscal year within 180 days from the close of the nonprofit organization's fiscal year. Reporting formats vary based upon the amount of "state funds" received by nonprofit organizations during the organization's fiscal year.

This law also sets forth responsibilities of the state auditor and covers measures to be taken by state agencies if there are matters of non-compliance. Copies of the law and associated guidance are available upon request by calling DCA at (404) 327-6856. For further compliance information, nonprofit applicants are encouraged to first contact their own internal auditors. Additional information may be obtained from the State Office of Audits as follows: Georgia Department of Audits, Non-Profit and Local Government Audits Division, 270 Washington Street SW, Suite 1-156, Atlanta, GA 30334-8400. The contact is Mr. Edward Blaha; phone (404) 651-5115, Email [blahaef@audits.ga.gov](mailto:blahaef@audits.ga.gov).

To the extent practicable, as determined by DCA, grantees must comply with the HUD HOPWA Program Regulations at 24 CFR Part 574, as amended. Program requirements include, but are by no means limited to, the following:

- 1) Costs requested for reimbursement via automatic deposit by DCA must be “reasonable and justifiable,” and are only eligible to the extent that they are consistent with the program approved by DCA.
- 2) All funds will be reimbursable to grantees based upon actual program expenses with supporting documentation (retained by grantee).
- 3) Expenses are only eligible to the extent that they benefit “eligible persons” under the HOPWA program, as defined herein.
- 4) Environmental - All grants are subject to environmental review in accordance with the federal regulations governing HOPWA programs.
- 5) All grants to non-profit organizations are subject to the administrative requirements and cost principals outlined in OMB Circulars A-110 and A-122. These requirements for local governments are outlined in 24 CFR, Part 85 and OMB Circular A-87.

The Georgia Security and Immigration and Compliance Act requires contractors to file an affidavit that the contractor and its subcontractors have registered and participate in a federal work authorization program intended to insure that only lawful citizens or lawful immigrants are employed by the contractor or subcontractor.

Under Federal law, eligible persons means a person with acquired immunodeficiency syndrome or related diseases who is a low-income individual, as defined in 24 CFR 574, and the person's family. A person with AIDS or related diseases or a family member regardless of income is eligible to receive housing information services, as described in Sec. 574.300(b)(1). Any person living in proximity to a community residence is eligible to participate in that residence's community outreach and educational activities regarding AIDS or related diseases, as provided in Sec. 574.300(b)(9).

Eligible activities are those named in current HUD regulations (24 CFR 574.300) for the HOPWA Program. Activities include, but are not limited to housing, housing or fair housing information, acquisition, rehabilitation, limited new construction, rental assistance (including shared housing), homelessness prevention, supportive services (to include health, mental health, assessment, drug and alcohol, day care, personal assistance, nutritional services, etc.), general case management, housing operating subsidies, and technical assistance. Generally, it is the intent of the State to make all activities eligible under Federal HOPWA regulations (24 CFR 574.300) eligible under its program, subject to the program purpose and eligible beneficiaries. Sponsor administrative costs are limited to 7% of the grant amount.

For operations and service activities (other than development), funding is generally less than \$400,000 per organization per year. Subject to need or availability of funds, limits may be waived at the discretion of the Commissioner of the Department of Community Affairs.

For the HOPWA Program, the State has specified one-year housing goals. In SFY2011, the State expects 224 households to receive Short-term Rent, Mortgage, and Utility Assistance to prevent homelessness, 93 households to receive Tenant-based Rental Assistance, and 133 households to receive Facility-based Housing Assistance through the State's HOPWA Program. There are no housing units being developed at this time with capital funds.

### **The Application Process**

Applications will be solicited through a Notice of Funds Availability of State HOPWA Application Guidelines for the 2010–2011 Program Year. This notice will be emailed and/or mailed to known AIDS service and housing providers, local governments, and other interested parties.

Faith-based organizations have full access to the selection process. Several faith-based organizations have been awarded HOPWA funds for housing and services. In SFY2010, one faith-based organization (Union Mission, Inc. in Savannah) was awarded \$399,110 (29%) of the total HOPWA funds awarded for housing and services.

Applications must be submitted on forms provided by DCA. The applicant must also provide required certifications and provide all supporting documentation requested by DCA. Each applicant must demonstrate to the satisfaction of DCA that it is in compliance with Federal, State and local laws and regulations, and that it is capable of carrying out applicable programs. DCA may require additional information during the review process and applicants are expected to comply with these requests.

The application deadline was April 1, 2010. Funding announcements are expected by June 30, 2010 for applications that are complete when submitted on or before the April deadline.

Community Facilities Off-site Housing Assistance and Supportive Service funding decisions and funding amounts will be based upon the following factors (in addition to funding factors listed for ESG) : The availability of other HOPWA providers within the service area; performance outcomes; consistency with local need, conformance to local plans, and service delivery strategy; extent to which the proposal meets priorities outlined in the Continuum of Care Plan appropriate to the project; other funding for programs available to the applicant from Federal, state and local government sources; amount of funds requested, prior award amounts and prior utilization of funds; degree of compliance demonstrated during DCA monitoring visits or in desk audits; relative quality of housing or standards for services to be provided; participation encouraged in the State's collaborative HMIS initiative (encouraged for HOPWA-only projects, but not "required"); level of service (numbers of persons, hours of service, etc.); standard costs for housing and services; and value of applicant's contributions (cash and in-kind).

Awards are made at the sole discretion of the DCA. Funding decisions are final and not subject to appeal. Applications must be approved by appropriate local government jurisdictions. Incomplete or ineligible applications, including applications that do not adequately address local approval(s) and consolidated plan certification(s), may be returned unprocessed.

Funding determinations under the HOPWA program are made using “threshold” method for selecting grantees. Applicants must meet a capacity test, and funding decisions for all nonprofit agencies shall also be based upon the following factors: the complexity or nature of the request; organizational development and capacity; the extent to which the organization operates under the authority of a diversified, involved, volunteer, community-based board of directors; professional management; the consistency of the organization’s identity or its mission to the provision of HIV/AIDS (as applicable) services; the extent to which the organization utilizes networks to avoid duplication of housing and services; participation in appropriate Continuums of Care; sound operating procedures, accounting policy and controls; and organizational and financial policy, stability and capacity. An additional “threshold” measure applies under the HOPWA Program. Under HOPWA, relative need is examined and new applicants are denied funding when they propose to duplicate services within a service area where HOPWA programs are already being carried out by eligible sponsors.

Funds will generally cover the period beginning on July 1, 2010 and ending on June 30, 2011. Agreements for development activities will require long-term commitments for continued service to HOPWA-eligible persons in accordance with HUD regulations.

If all contract conditions are met, payments to recipient organizations will be made on a reimbursement basis. Exceptions may be made on a case-by-case basis by DCA staff.

Each participant must report periodically and annually on the actual units of service delivered, the number of persons served, and any other program performance data requested by DCA. Participants must also meet Federal, State financial, and other reporting requirements.

HOPWA grantees will be expected to provide performance information (goals and actual outputs) for all activities undertaken during the operating year supported with HOPWA funds. Performance is measured by the number of households and units of housing that were supported with HOPWA or other federal, state, local, or private funds for the purposes of providing housing assistance and support to persons living with HIV/AIDS and their families. HOPWA grantees will also be expected to report the source(s) of cash or in-kind leveraged federal, state, local or private resources used in the delivery of the HOPWA program and the amount of leverage dollars.

All activities must be conducted in full compliance with program regulations published at 24 CFR § 574, as well as all Federal, State and local laws and regulations.

Up to 3% of the Federal HOPWA funds will be reserved for DCA's cost to administer the program. FFY2010 funds available under the HOPWA Program are \$2,025,746. Additional allocations may be made from funds recaptured from prior year obligations. Funds available may be allocated prior to July 1, 2010, subject to this program description.

In conjunction with entitlement communities, continuums of care, other partners throughout the State and the Pathways Community Network, DCA will continue to support agency level implementation and use of HMIS via a HUD Supportive Housing Program grant for state-wide HMIS implementation.

All records created as a result of the submission of an Application to participate are subject to disclosure under the Georgia Open Records Act and the applicant expressly consents to such disclosure. The Applicant agrees to hold harmless the State Housing Trust Fund for the Homeless, the Georgia Housing and Finance Authority and the Georgia Department of Community Affairs against all losses, costs, damages, expenses, and liability of any nature or kind (including but not limited to attorney's fees, litigation and court costs) directly or indirectly resulting from or arising out of the release of any information pertaining to the Applicant's submission of an Application and implementation of any activities as a result of funding under this program, pursuant to a request under the Georgia Open Records Act.

ESG and HOPWA grantees are strongly encouraged to document disability at first encounter as HUD places preference for persons with disabilities in its Continuum of Care programs. DCA's disability verification format (required for DCA S+C programs) is on-line at the following link:

[http://www.dca.ga.gov/housing/specialneeds/programs/downloads/ShelterPlusCare/2\\_DC\\_A\\_Disability\\_Verification\\_\(REV09-06\).doc](http://www.dca.ga.gov/housing/specialneeds/programs/downloads/ShelterPlusCare/2_DC_A_Disability_Verification_(REV09-06).doc).

In general, HUD finds a person with disabilities to be an adult either (1) on SSI/SSDI, (2) with developmental disability, or (3) based on medical certification, *a person with a physical, mental, or emotional impairment that is expected to be of long-continued and indefinite duration; substantially impedes his or her ability to live independently; and is of such a nature that ability to live independently could be improved by more suitable housing conditions.*

Five (5) of DCA's seven (7) HOPWA grantees are also DCA S+C grantees. The HTF Commission has authorized funds to assist DCA S+C grantees with administrative costs and with other costs necessary to carry out the rental assistance activities funded through the HUD S+C grant. All grantees will receive a 7% matching administrative payment for each dollar of S+C funds requested.

### **Geographic Allocation**

For HOPWA, absent extremely unusual circumstances, as determined by the Georgia Department of Community Affairs, funding will be limited to programs located within the State's 127-county HUD-defined entitled area. This area excludes the 32 counties included within the Atlanta and Augusta entitlement areas.

Table 37 lists the State's one-year goals for SFY2011 for the use of HOPWA funds and provides the number of households to be served through HOPWA activities. There are no housing units being developed at this time with capital funds.

<b>TABLE 37 HOPWA ANNUAL HOUSING GOALS</b>	
<b>Program Year: SFY2011</b>	Expected annual number of households to be assisted
<b>HOPWA ACTIVITIES:</b>	
Short-term rent, mortgage and utility assistance to prevent homelessness	224
Tenant-based rental assistance	93
Units provided in housing facilities that are being developed, leased or operated with HOPWA funds	133

#### **K. GEORGIA'S ACTIVITIES TO MEET THE STATE'S HOUSING PRIORITIES AND OBJECTIVES**

The State plans to accomplish the following production summarized in Table 38 during SFY2011 (FFY2010) using its allocation of federal HOME, CDBG, ESG and HOPWA monies ("Consolidated Funds").

**Table 38: STATE ANNUAL HOUSING COMPLETION GOALS** (HUD Table 3B)

<b>Grantee Name: Georgia</b>	<b>Expected Annual Number of Units To Be Completed</b>	<b>Actual Annual Number of Units Completed</b>	<b>Resources used during the period</b>			
			<b>CDBG</b>	<b>HOME</b>	<b>ESG</b>	<b>HOPWA</b>
<b>Program Year: SFY 2011</b>						

<b>ANNUAL AFFORDABLE RENTAL HOUSING GOALS (SEC. 215 )</b>						
Acquisition of existing units	0		<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Production of new units	429		<input type="checkbox"/>	X		<input type="checkbox"/>
Rehabilitation of existing units	114		X	X	<input type="checkbox"/>	<input type="checkbox"/>
Rental Assistance	93		<input type="checkbox"/>	<input type="checkbox"/>		X
<b>Total Sec. 215 Affordable Rental</b>	636		X	X	<input type="checkbox"/>	X
<b>ANNUAL AFFORDABLE OWNER HOUSING GOALS (SEC. 215)</b>						
Acquisition of existing units	0		<input type="checkbox"/>	<input type="checkbox"/>		
Production of new units	21		<input type="checkbox"/>	X		
Rehabilitation of existing units	148		X	X		
Homebuyer Assistance	925		X	X		<input type="checkbox"/>
<b>Total Sec. 215 Affordable Owner</b>	1,094		X	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>ANNUAL AFFORDABLE HOUSING GOALS (SEC. 215)</b>						
Acquisition of existing units	0		<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Production of new units	450		<input type="checkbox"/>	X		<input type="checkbox"/>
Rehabilitation of existing units	262		X	X	<input type="checkbox"/>	<input type="checkbox"/>
Homebuyer Assistance	925		X	X		<input type="checkbox"/>
<b>Total Sec. 215 Affordable Housing</b>	1,637		X	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>ANNUAL AFFORDABLE HOUSING GOALS (SEC. 215)</b>						
Homeless households	4,300		<input type="checkbox"/>	<input type="checkbox"/>	X	<input type="checkbox"/>
...Non-homeless households	1,637		X	X	<input type="checkbox"/>	<input type="checkbox"/>
...Special needs households	450		X	X	X	<input type="checkbox"/>
<b>ANNUAL HOUSING GOALS</b>						
Annual Rental Housing Goal	636		X	X	<input type="checkbox"/>	X
Annual Owner Housing Goal	1,094		X	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>Total Annual Housing Goal</b>	1,730		X	X	<input type="checkbox"/>	X

The State's Three Year Consolidated Plan outlines specific Priorities and Objectives for the State in the Strategic Plan. Under each priority and objective, specific activities are identified that are expected to be completed using funds made available to the State, including: Consolidated Funds, other HUD assistance, State monies, federal and state Tax Credits, and bond revenue. However, the production figures proposed to quantify the State's objectives are based on the use of HUD related funds, including federal Consolidated Funds, State funds used as match to the HOME and ESG programs, Program Income to the HOME program, Housing Counseling, Housing Choice Vouchers and Shelter Plus Care programs. In total, these resources represent all of the resources made available to the State as a result of HUD funding.

**Table 39: Summary of Specific Annual Objectives**

**HUD Table 3A FFY2010(SFY2011)**

Specific Obj. #	Outcome/Objective	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
	Specific Annual Objectives						
DH-1.2	Accessibility for the purpose of providing Decent Affordable Housing						
DH-1.2.1.1	Construct affordable rental housing units for <b>extremely low</b> income households.	HOME	Number of affordable rental housing units constructed for <b>extremely low</b> income households.	2010	148		
				2011	148		
				2012	148		
			STRATEGIC GOAL		444		
DH-1.2.1.2	Construct affordable rental housing units for <b>low</b> income households.	HOME	Number of affordable rental housing units constructed for <b>low</b> income households.	2010	223		
				2011	223		
				2012	222		
			STRATEGIC GOAL		668		
DH-1.2.1.3	Construct affordable rental housing units for <b>moderate</b> income households.	HOME	Number of affordable rental housing units constructed for <b>moderate</b> income households.	2010	58		
				2011	57		
				2012	57		
			STRATEGIC GOAL		172		
DH-1.2.2.1	Assist <b>extremely low</b> income households with the construction of housing so that they may achieve homeownership.	HOME	Number of affordable housing units for <b>extremely low</b> income households constructed for home-ownership.	2010	3		
				2011	3		
				2012	3		
			STRATEGIC GOAL		9		
DH-1.2.2.2	Assist <b>low</b> income households with the construction of housing so that they may achieve homeownership.	HOME	Number of affordable housing units for <b>low</b> income households constructed for home-ownership.	2010	9		
				2011	8		
				2012	8		
			STRATEGIC GOAL		25		

Specific Obj. #	Outcome/Objective	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
	Specific Annual Objectives						



<b>DH-1.2</b>	<b>Accessibility for the purpose of providing Decent Affordable Housing</b>						
<b>DH-1.2.2.3</b>	Assist <b>moderate</b> income households with the construction of housing so that they may achieve homeownership.	HOME	Number of affordable housing units for <b>moderate</b> income households constructed for home-ownership.	<b>2010</b>	9		
				2011	8		
				2012	8		
			<b>STRATEGIC GOAL</b>		<b>25</b>		
<b>DH-1.2.3.0</b>	Assist Hispanic households to access the continuum of housing and/or supportive housing.	HOME	Number of Hispanic households assisted.	<b>2010</b>	1,640		
				2011	1,640		
		ESG, HOPWA		2012	1,640		
		Housing Choice Vouchers					
			<b>STRATEGIC GOAL</b>		<b>4,920</b>		
<b>DH-2.2</b>	<b>Affordability for the purpose of providing Decent Affordable Housing</b>						
<b>DH-2.2.1.1</b>	Provide <b>extremely low</b> income households with rental assistance.	HOPWA	Number of <b>extremely low</b> income households receiving rental assistance.	<b>2010</b>	8,874		
				2011	8,874		
		Housing Choice Vouchers		2012	8,873		
		Shelter + Care					
			<b>STRATEGIC GOAL</b>		<b>26,621</b>		
<b>DH-2.2.1.2</b>	Provide <b>low</b> income households with rental assistance.	HOPWA	Number of <b>low</b> income households receiving rental assistance.	<b>2010</b>	7,867		
				2011	7,867		
		Housing Choice Vouchers		2012	7,866		
		Shelter + Care					
			<b>STRATEGIC GOAL</b>		<b>23,600</b>		
<b>DH-2.2.1.3</b>	Provide <b>moderate</b> income households with rental assistance.	HOPWA	Number of <b>moderate</b> income households receiving rental assistance.	<b>2010</b>	35		
				2011	34		
		Housing Choice Vouchers		2012	34		
		Shelter + Care					
			<b>STRATEGIC GOAL</b>		<b>103</b>		

Specific Obj. #	Outcome/Objective	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
	Specific Annual Objectives						

<b>DH-2.2</b>	<b>Affordability for the purpose of providing Decent Affordable Housing</b>						
<b>DH-2.2.2.1</b>	Assist <b>extremely low</b> income households with down payment assistance so that they may achieve homeownership.	HOME CDBG	Number of <b>extremely low</b> income households receiving down payment assistance.	<b>2010</b>	87		
				2011	87		
				2012	87		
			<b>STRATEGIC GOAL</b>		<b>261</b>		
<b>DH-2.2.2.2</b>	Assist <b>low</b> income households with down payment assistance so that they may achieve homeownership.	HOME CDBG	Number of <b>low</b> income households receiving down payment assistance.	<b>2010</b>	318		
				2011	318		
				2012	317		
			<b>STRATEGIC GOAL</b>		<b>953</b>		
<b>DH-2.2.2.3</b>	Assist <b>moderate</b> income households with down payment assistance so that they may achieve homeownership.	HOME CDBG	Number of <b>moderate</b> income households receiving down payment assistance.	<b>2010</b>	520		
				2011	519		
				2012	519		
			<b>STRATEGIC GOAL</b>		<b>1,558</b>		
<b>DH-2.2.3.0</b>	Assist households with homebuyer education so that they may achieve homeownership.	HOME CDBG	Number of households receiving home buyer education.	<b>2010</b>	7,615		
		HUD Housing Counseling		2011	7,615		
				2012	7,615		
			<b>STRATEGIC GOAL</b>		<b>22,845</b>		
<b>DH-2.2.4.0</b>	Make funding awards to organizations or households that assist Special Needs households with housing and supportive services.	HOME HOPWA	Number of Special Needs households that receive assistance.	<b>2010</b>	5,585		
		CDBG		2011	5,585		
		Shelter + Care		2012	5,584		
		Housing Choice Vouchers`					
			<b>STRATEGIC GOAL</b>		<b>16,754</b>		

Specific Obj. #	Outcome/Objective	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
	Specific Annual Objectives						

<b>DH-2.2.5.0</b>	Provide housing assistance and information to Special Needs households in order to enable them to transfer from institutional to community living situations.	HOME	Number of Special Needs households that receive assistance.	<b>2010</b>	34		
				2011	33		
		Housing Choice Voucher		2012	33		
			<b>STRATEGIC GOAL</b>		<b>100</b>		
<b>DH-3.2</b>	<b>Sustainability for the purpose of providing Decent Affordable Housing</b>						
<b>DH-3.2.1.1</b>	Rehabilitate affordable, rental housing units for <b>extremely low</b> income households.	HOME	Number of affordable rental housing units rehabilitated for	<b>2010</b>	47		
				2011	46		
		CDBG	<b>extremely low</b> income households.	2012	46		
			<b>STRATEGIC GOAL</b>		<b>139</b>		
<b>DH-3.2.1.2</b>	Rehabilitate affordable, rental housing units for <b>low</b> income households.	HOME	Number of affordable rental housing units rehabilitated for <b>low</b> income households.	<b>2010</b>	55		
				2011	55		
		CDBG		2012	54		
			<b>STRATEGIC GOAL</b>		<b>164</b>		
<b>DH-3.2.1.3</b>	Rehabilitate affordable, rental housing units for <b>moderate</b> income households.	HOME	Number of affordable rental housing units rehabilitated for	<b>2010</b>	12		
				2011	12		
		CDBG	<b>moderate</b> income households.	2012	11		
			<b>GOAL</b>		<b>35</b>		

<sup>1</sup> Water and sewer projects, drainage/street improvements, health and learning centers, etc.

<sup>2</sup> Neighborhood facilities, multi purpose centers, etc.

<sup>3</sup> This is the same number for both indicators. These categories have significant overlap

Specific Obj. #	Outcome/Objective	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
	Specific Annual Objectives						
DH-3.2	Sustainability for the purpose of providing Decent Affordable Housing						

<b>DH-3.2.2.1</b>	Assist <b>extremely low</b> income households with rehabilitation so that they may achieve sustainable and affordable homeownership.	HOME	Number of <b>extremely low</b> income households assisted with rehabilitation	<b>2010</b>	59		
				2011	59		
		CDBG		2012	59		
			<b>STRATEGIC GOAL</b>		<b>177</b>		
<b>DH-3.2.2.2</b>	Assist <b>low</b> income households with rehabilitation so that they may achieve sustainable and affordable homeownership.	HOME	Number of <b>low</b> income households assisted with rehabilitation	<b>2010</b>	72		
				2011	72		
		CDBG		2012	72		
			<b>STRATEGIC GOAL</b>		<b>216</b>		
<b>DH-3.2.2.3</b>	Assist <b>moderate</b> income households with rehabilitation so that they may achieve sustainable and affordable homeownership.	HOME	Number of <b>moderate</b> income households assisted with rehabilitation	<b>2010</b>	17		
				2011	17		
		CDBG		2012	17		
			<b>STRATEGIC GOAL</b>		<b>51</b>		
<b>SL-1.1</b>	<b>Accessibility for the purpose of creating Suitable Living Environments</b>						
<b>SL-1.1.1.0</b>	Provide housing necessary for Georgia's homeless to break the cycle of homelessness to provide housing to homeless individuals daily	ESG	Average daily number of homeless individuals provided with housing.	<b>2010</b>	4,300		
				2011	4,300		
		Shelter Plus Care		2012	4,300		
		HOME					
			<b>STRATEGIC GOAL</b>		<b>12,900</b>		

<sup>1</sup> Water and sewer projects, drainage/street improvements, health and learning centers, etc.

<sup>2</sup> Neighborhood facilities, multi purpose centers, etc.

<sup>3</sup> This is the same number for both indicators. These categories have significant overlap

Specific Obj. #	Outcome/Objective	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
	Specific Annual Objectives						
SL-1.1	Accessibility for the purpose of creating Suitable Living Environments						
SL-1.1.2.0	Enhance the availability and	CDBG	Number of people	2010	16,200		

	accessibility of suitable living environments through the construction, reconstruction or rehabilitation of public facilities <sup>1</sup> to benefit residential areas with a LMI percentage of 70 or greater.		benefiting from public facility improvements either for the first time or from significantly improved services so as to provide a new level of service.	2011	16,200		
				2012	16,200		
			<b>STRATEGIC GOAL</b>		<b>48,600</b>		
<b>SL-1.1.3.0</b>	Enhance the availability and accessibility of suitable living environments through the construction, reconstruction or rehabilitation of buildings <sup>2</sup> to benefit residential areas with a LMI percentage of 70 or greater.	CDBG	Number of people benefiting from building improvements.	<b>2010</b>	15,500 <sup>3</sup>		
				2011	15,500 <sup>3</sup>		
				2012	15,500 <sup>3</sup>		
			<b>STRATEGIC GOAL</b>		<b>46,500</b>		
<b>SL-1.1.4.0</b>	Provide supportive services necessary for Georgia's homeless to break the cycle of homelessness to individuals daily.	ESG	Average daily number of homeless individuals who receive supportive services	<b>2010</b>	2,500		
				2011	2,500		
				2012	2,500		
			<b>STRATEGIC GOAL</b>		<b>7,500</b>		
<b>SL-3.1 Sustainability for the purpose of creating Suitable Living Environments</b>							
<b>SL-3.1.1.0</b>	Make funding awards to local governments, or organizations that assist Elderly persons with housing and/or supportive services.	HOME CDBG	Number of Elderly persons who receive assistance.	2010	2,502		
				<b>2011</b>	2,501		
				2012	2,501		
			<b>STRATEGIC GOAL</b>		<b>7,504</b>		
<b>SL-3.1.2.0</b>	Enhance the sustainability of suitable living environments through the construction, reconstruction or rehabilitation of public facilities to benefit residential areas with a LMI percentage of 70 or greater.	CDBG	Number of people benefiting from public facility improvements but not receiving a new service or a new level of service.	<b>2010</b>	1,800		
				2011	1,800		
				2012	1,800		
			<b>STRATEGIC GOAL</b>		<b>5,400</b>		

<sup>1</sup> Water and sewer projects, drainage/street improvements, health and learning centers, etc.

<sup>2</sup> Neighborhood facilities, multi purpose centers, etc.

<sup>3</sup> This is the same number for both indicators. These categories have significant overlap.

Specific Obj. #	Outcome/Objective	Sources of Funds	Performance Indicators	Program Year	Expected Number	Outcome	Percent Completed
	Specific Annual Objectives						

SL-3.1 Sustainability for the purpose of creating Suitable Living Environments							
SL-3.1.3.0	Enhance the sustainability of suitable living environments through the reconstruction or rehabilitation of buildings to benefit LMC at a percentage of 70 or greater.	CDBG	Number of people benefiting from improved building accommodations.	2010	15,500 <sup>3</sup>		
				2011	15,500 <sup>3</sup>		
				2012	15,500 <sup>3</sup>		
			GOAL		46,500		
EO-1.3 Accessibility for the purpose of creating Economic Opportunities							
EO-1.3.1.0	Provide economic opportunity by providing new job opportunities via loans to businesses, grants for public infrastructure and funds for training centers.	CDBG	Number of new jobs created.	2010	1,600		
				2011	1,600		
				2012	1,600		
			STRATEGIC GOAL		4,800		
EO-3.3 Sustainability for the purpose of creating Economic Opportunities							
EO-3.3.1.0	Provide economic opportunity by retaining jobs via loans to businesses, grants for public infrastructure and funds for training centers.	CDBG	Number of jobs retained.	2010	1,600		
				2011	1,600		
				2012	1,600		
			STRATEGIC GOAL		4,800		

Note: For the State CDBG Program, funds are distributed based on applications from local governments. The state does not require under its Method of Distribution that local governments apply for particular types of grants based on specific outcome performance measures, rather a range of eligible activities and eligible outcome measures is allowed. Local governments therefore determine the expected number of beneficiaries and the applicable outcome measures

## **L. GEORGIA'S ACTIVITIES TO ADDRESS THE NEEDS OF THE HOMELESS AND OTHER SPECIAL NEED GROUPS**

DCA is committed to serving individuals who are homeless and/or who have a mental, developmental or physical disability. The State will undertake programmatic activities to address the needs of the homeless and other special need groups. The State is committed to advancing the principles that people with disabilities and the aging population are served in the most appropriate integrated settings. Each program will accomplish one or more of the following actions:

- Address the emergency, transitional housing, and supportive service needs of homeless individuals and families (including subpopulations);
- Prevent low income individuals and families with children (especially those of extremely low income) from becoming homeless;
- Help homeless persons make the transition to permanent affordable (independent living) or supportive housing;
- Address the housing and supportive service needs of low income persons living with HIV/AIDS; or

- Address the special needs of persons who are not homeless.

### **DCA OBJECTIVES AND ACTION STEPS**

Through the preparation of the Balance of State (152 county) Continuum of Care plan, DCA enables local and state jurisdictions, housing authorities, and nonprofits (secular and faith-based) to apply for funding in support of transitional and permanent housing for 'homeless' persons as defined by HUD. DCA will continue to collaborate with local agencies in applying for federal funds to create programs that serve persons who are chronically homeless. Five objectives along with local action steps were identified as part of the Balance of State Continuum of Care plan:

- 1) As of January 2009, the Balance of State Continuum of Care had 263 beds in place that were reserved for individuals that are chronically homeless. An additional 50 beds reserved for individuals that are chronically homeless are under development. New permanent housing beds for chronically homeless will be created through the following measures:
  - a) In the next 12 months, the CoC will work to get the 50 beds under development that are reserved for individuals that are chronically homeless into production.
  - b) In addition, DCA will be applying for an additional 39 units targeted toward individuals that are chronic.
  - c) A new Single Room Occupancy (SRO) facility for individuals with disabilities, many of whom fit the definition of chronic, opened in Floyd County.
  - d) DCA will continue to develop its relationship with the newly formed Department of Behavioral Health to create partnerships enabling the development of housing options for individuals with mental illness.
- 2) Maintain or increase the percentage of homeless persons staying in permanent housing over 6 months to at least 75%. Based on an assessment of most recent APR data for CoC, 70% of residents in or leaving permanent housing in the past 12 months have been there or were there for 7 months or longer. The CoC will continue to monitor this statistic and will implement the following actions to assure continued success:
  - a) Staff time will be redirected towards working with S+C providers on improving utilization and housing stability.
  - b) DCA is working closely with the Department of Behavioral Health to redefine the types of residential services provided to individuals in permanent supportive housing.
  - c) DCA will continue to hold ongoing technical assistance sessions and the annual Shelter Plus Care conference.
- 3) Ensure that the percentage of homeless persons moving from transitional housing to permanent housing is at least 65%. Based on APR data for CoC, 71% of residents leaving transitional housing in the past 12 months moved to permanent housing. The CoC will continue to monitor this statistic and will implement the following actions to assure continued success:

- a) Within the past year, DCA has implemented Housing Support Standards for all of its grantees. The Housing Support Standards require grantees to focus on housing stability from the moment the family or individual enters the program and to set goals that move towards permanent housing as quickly as possible.
  - b) DCA will be providing technical assistance to those agencies that fall below 65%.
  - c) DCA's funding as well as the Balance of State scoring criteria will continue to be based on performance so agencies will strive to increase their housing stability percentages in order to be competitive for funding.
- 4) Increase percentage of homeless persons employed at exit to at least 19%. Based on an assessment of ARP data, the CoC's service providers are successfully implementing this goal with 32% of homeless persons employed at exit. However, in order to maintain this success, DCA will implement the following actions:
- a) The continuum will continue to work closely with the State Interagency Homeless Coordination Council and the Department of Labor to provide linkages between homeless service providers and career/workforce services.
  - b) DCA will also continue to support those agencies that provide employment and training opportunities specific to individuals and families experiencing homelessness.
- 5) Decrease the number of homeless households with children. The recent statewide count estimated that within the Balance of State Continuum of Care counties alone, more than 1,000 households were homeless on any one night. In order to reduce this number, DCA will implement the following actions:
- a) DCA is coordinating the ARRA Homelessness Prevention and Rapid Re-Housing Program for 151 counties.
  - b) All agencies that are funded by DCA are required to follow the Housing Support Standards that place an emphasis on setting goals targeted toward ending homelessness as quickly as possible and connecting families with mainstream services.
  - c) DCA will begin to shift resources toward providing more prevention and rapid re-housing so that the overall number of households with children that are homeless will drop dramatically. In order to facilitate this, DCA will provide training and technical assistance to agencies that are new to this approach.
  - d) Through the HMIS system, DCA is implementing a performance measurement system which allows agencies and funders to see how effective agencies are at helping families achieve permanent housing.

### **DCA PROGRAMS AND SERVICES**

DCA, through both federal and state resources, will implement the following programs during SFY2011 specifically targeted to benefit the homeless and other special need groups:

- Implement Georgia's ESG program.
- Implement Georgia's HOPWA program.



- Partner with Shelter Plus Care sponsors in the Continuum of Care process to provide resources for the State's homeless persons with disabilities who need permanent supportive housing;
- Require in the 2010 QAP that every project selected for funding must provide a marketing plan which outlines outreach efforts to Special Needs tenants.
- Educate staff members and improve coordination between governmental and non-governmental entities to enhance understanding and improve resource use in order to expand the affordable housing opportunities available to persons with disabilities.
- Provide technical assistance to the State's supportive housing providers through the provision of specific assistance targeted to the needs of each organization (technology, professional services, on-site visits by DCA staff, etc.) and through resource fairs funded by DCA and by local agencies across the state.
- Set aside up to \$900,000 in Low Income Housing Tax Credits for projects targeting the Homeless with Special Needs.
- Continue implementation of the State's Continuum of Care Plan that outlines a delivery system to meet the affordable housing and service needs for the 152 county area covered by the Balance of State Continuum of Care. This plan also will enable providers from across Georgia to access funding through HUD's Homeless SuperNOFA process and will guide the state's future efforts to serve the needs of homeless Georgians.
- Continue discussions with organizations in Georgia regarding financing options that will efficiently and effectively use State and other resources to produce supportive housing for people with special needs.
- Continue its CHOICE option of the Georgia Dream Second Mortgage program which makes loans to qualified borrowers in a household in which at least one member has a disability in order to cover down payment costs and for principal reduction.
- Continue DCA's GeorgiaHousingSearch.org website, providing Georgians with disabilities the ability to access, via the internet, information about vacant units at DCA-financed affordable rental properties, other publicly assisted properties, and privately financed sites.
- Continue the State's Permanent Supportive Housing Program that is designed to encourage the production of affordable rental housing with accompanying supportive services for eligible Homeless Tenants.
- Participate in many mainstream homeless/special needs housing planning efforts throughout the state, as follows: Local and regional coalitions or workgroups, such as United Way of Metro Atlanta, Metro Atlanta Housing Forum, the Supportive Housing Committee of the Atlanta Regional Commission, the (Atlanta) Homeless Action Group, and local coalitions in Dalton, Athens, Macon, Savannah, DeKalb, Cobb, Gwinnett and others; state organizations and workgroups; state agencies and workgroups such as the Georgia Interagency Homeless Coordination Council, Georgia Coalition to End Homelessness, Georgia State Trade Association of Nonprofit Developers, Georgia Council on Developmental Disabilities, FEMA Emergency Food and Shelter Program distribution committee, local VA organizations sponsoring "stand downs,"

DBHDD and DHS workgroups (mental health, developmental disabilities, substance abuse, youth, etc.), and others; and in each of the state's local Continuums of Care.

- Provide pre-purchase and post-purchase housing counseling programs through counseling agencies and nonprofit entities across Georgia.
- Continue to coordinate a Statewide Homeless Management Information System (HMIS) in partnership with local Continuums of Care and through a contract with Pathways Community Network to create a single tracking system of information on referrals and services provided to the homeless.
- Continue the Project Based Voucher Program (PBV), which provides decent and affordable safe rental housing for eligible low-income families, the elderly, and persons with disabilities. PBV units come in all sizes and types, from scattered single-family houses to high-rise apartments for elderly families. The program is available in all of the counties that DCA serves but has also targeted special populations identified by the DHS.
- Continue DCA's partnership with Tech-Able Inc. to assist individuals with disabilities to secure affordable loans through the Credit-Able Program. A lump sum contribution of \$281,102 in non-federal money from GHFA resources was provided to Tech-Able and, as a result, an additional amount of \$843,306 was leveraged in Federal funds. DCA will continue to make referrals to the program for home modifications, assistive technology and the needs of persons with disabilities.
- Continue DCA's partnership with the Brain and Spinal Injury Trust Fund Commission (BSITFC) to provide accessibility modification(s) at owner-occupied homes that are the primary residence of an individual with a (BSITFC) eligible disability. .

In addition to the housing programs administered by DCA, the State's Department of Human Services (DHS), Department of Behavioral Health and Developmental Disabilities (DBHDD) and Department of Community Health (DCH) anticipate administering the following service programs available to the homeless:

#### **GEORGIA DEPARTMENT OF HUMAN SERVICES**

- Community Services Block Grant (CSBG): provides assistance and anti-poverty services and activities specific to low-income households through twenty community action agencies and local governments. Services offered are employability preparation, transportation, issues affecting children and the elderly, housing, alcohol and drug abuse, seed funds addressing food and nutrition, emergency assistance, homelessness and homeless prevention.
- Food Stamps: provides monthly benefits to low-income households to help pay for the cost of food based on income and other criteria. In addition, the program provides education and information to low-income households receiving food stamps to promote healthy eating; healthy lifestyles, employment and training opportunities for single childless adults; and outreach activities to promote the

advantages of the Food Stamp Program to communities and low-income individuals.

- Prevention of Unnecessary Placement (PUP): provides family preservation services to families with children at risk for placement out of the home or ready for reunification.
- Refugee Resettlement Program: provides employment, health screening, medical, cash, and social services assistance to refugees. The primary goal of Georgia's Refugee Resettlement Program is to encourage effective resettlement and economic self-sufficiency of refugees within the shortest possible period after entrance to Georgia.
- The Emergency Food Assistance Program (TEFAP) is a federal program that helps supplement the diets of low income persons in Georgia, including the elderly, by providing them with emergency food and nutrition assistance at no cost. Under TEFAP, commodity foods are made available to the states by the United States Department of Agriculture (USDA). The states provide the food to local agencies they have selected for distribution to the needy. These agencies include food banks, soup kitchens, food pantries and Georgia Community Action Agencies.
- TeenWork: provides summer job opportunities for youth in foster care, developmental disability youth, and grandparents raising grandchildren (GRG) youth ages 16-21 throughout the state of Georgia. The program operates from June through July, with teens working between 30 hours each week. Each year, more than 700 teens in Georgia age out of foster care. Many of these youth go on to experience negative outcomes such as homelessness, teenage pregnancy, and low academic achievement. Despite these discouraging statistics, studies have found that youth who have employment opportunities and enriching experiences while in foster care are more likely to finish high school, maintain steady employment, and become self-sufficient after exiting care. TeenWork has been a resource established to help promote this positive youth development.
- Temporary Assistance for Needy Families (TANF): provides temporary cash assistance to eligible families and assistance with job preparation, work opportunities, enforcement of child support and assistance in obtaining and maintaining employment.

#### **GEORGIA DEPARTMENT OF BEHAVIORAL HEALTH AND DEVELOPMENTAL DISABILITIES**

- Projects for Assistance in Transition from Homelessness (PATH): provides funding to public agencies and private nonprofit organizations to implement eligible services for the mentally ill homeless.
- SSI/SSDI Homeless Outreach Access and Recovery (SOAR) initiative: works closely with the Department of Labor and Disability Adjudication staff to expedite the social security application process for disabled individuals who are homeless.

## **GEORGIA DEPARTMENT OF COMMUNITY HEALTH**

- **Medicaid**: provides payments for medical assistance and health care to qualified indigent people over age 65, members of families with dependent children, pregnant women, and physically or mentally disabled individuals.
- **PeachCare for Kids**: provides a comprehensive health care program for uninsured children living in Georgia. The health benefits include primary, preventive, specialist, dental care and vision care. PeachCare for Kids™ also covers hospitalization, emergency room services, prescription medications and mental health care. Each child in the program has a Georgia Healthy Families Care Management Organization (CMO) who is responsible for coordinating the child's care.
- **Healthcare for the Homeless Program**: provides primary healthcare services in Atlanta and Savannah, at such sites as shelters and soup kitchens.
- **Ryan White AIDS funds**: for the operation of supportive service programs accessed by HOPWA program sponsors.

## **Institutional Discharge Coordination**

DCA continues to evaluate discharge policies across the State to prevent inappropriate discharge to unstable places, and to prevent the recurrence of homelessness. Increased awareness of discharge policies throughout the state and gathered data regarding the discharged clients' destinations provided this insight toward preventive action needs. Appropriate discharge planning in Georgia has begun to avert the repetitious journey of another chronically homeless individual and awareness has been raised within agencies partnering with GHFA. The established discharge policies in Georgia are continuously evaluated. Following evaluation, changes are made and/or new processes are established to meet the needs of persons in poverty with disabilities and other barriers to housing, including but not limited to, persons who are homeless. The following is a summary of accomplishments and protocols regarding state level discharge coordination in the areas of Foster Care, Health Care, Mental Health, and Corrections.

### **Foster Care:**

If a youth in care reaches 18 and is unable to transition to independent living or be reunited with their family, they have the option of signing a "Consent to Remain in Foster Care". This allows the youth to stay in the foster care system until such time that they are able to live independently or until the time that they are 24 years of age. In addition, youth in foster care are assigned an Independent Living Coordinator and work with staff to develop a Written Transitional Living Plan.

- Approximately 73,508 youth were served during Fiscal Year 2008 with averaging 52,000 passing through Georgia's Juvenile Justice (DJJ) each year. DJJ has partnered with other state agencies to develop a "front-end" diversion model for youth with substance abuse and related problems; many with unstable housing histories, including homelessness. This partnership provides substance abuse and reentry

services to juveniles ages 14 to 21, returning to the community, and the program can serve 525 substance abusing youth offenders over four years.

### **Health Care:**

The Money Follows the Person Initiative (MFP) is a five-year grant award that was made available as part of the Federal Deficit Reduction Act of FY 2006. The grant is designed to shift Medicaid Long-Term Care from its emphasis on institutional care to home and community-based services. MFP uses home and community-based Medicaid waiver services and “one-time” transition services to help people resettle in the community. MFP is a joint effort between the DCH and DHS to transition 1,312 consumers from institutional settings to a community setting. Through MFP, the state will establish a seamless information and referral process, transition coordinators, support services to ease transition, transition peer counseling and increased availability of affordable housing and transportation. The target populations include older adults, adults and children with physical disabilities and/or Traumatic Brain Injury, and adults or children with mental retardation and/or developmental disabilities. The goal is to transition individuals from nursing facilities, hospitals and/ or Intermediate Care Facilities for Mental Retardation (ICF-MR) to qualified community residences and rebalances the long-term care system by offering enhanced transition services for 12 months for qualified persons transitioning from a qualified institution to a qualified community setting.

### **Mental Health:**

Georgia currently operates seven (7) regional state hospitals for mentally ill persons. While all new admissions are “short term” (5 days or less), these hospitals do have a small number of long-term residents who have mental health or developmental disabilities. To address this issue, GHFA developed a priority protocol for these persons to receive GHFA Housing Choice Vouchers. In order to receive a voucher, the community mental health and developmental disabilities service agency has to make the referral and agree to provide long-term community supports. DCA, DHS and DCH are exploring protocols surrounding best practices for utilizing Medicaid waivers in the most cost effective way to provide housing-based support services for residents of permanent supportive housing.

- DCA offers a housing search web site, [www.GeorgiaHousingSearch.org](http://www.GeorgiaHousingSearch.org) with the goal of improving efficiency and access to affordable housing across the state. Discharge planners for institutionalized persons, service providers for the homeless, as well as the public can use this service to find rental housing units based on price, numbers of bedrooms, available amenities, access to mass transportation, and accessibility features available. The housing search site also offers a Special Needs Housing Search feature which has assisted Georgia caseworkers in locating housing for hundreds of traditionally hard-to-place clients. There will be additional emphasis on having provider agencies become registered users for this feature on the GHS. This feature has resulted in an incredible variety of scattered-site special-needs

housing, giving tenants and property providers options that were just not available prior to the service being available to Georgia's non-profit community.

- DCA developed language for the Qualified Allocation Plan (QAP), which set forth the policies regarding the allocation of federal and state tax credits for the development of affordable rental housing that would give developers an incentive to develop rental units targeted to special needs tenants, including persons with mental disabilities.
- DCA modified its eligible tenant population under its Permanent Supportive Housing Program to include individuals who are inappropriately housed in institutional settings to encourage the development of community-based supportive housing options and to support efforts around Georgia's Olmstead Plan.
- The DBHDD Mental Health Continuity of Care Transition Planning Guidance is provided to all state mental health hospitals. The hospitals are asked to develop a Transition Plan for all individuals being discharged which addresses multiple areas including housing and residential supports. Case Expeditors work with consumers who have support needs that warrant additional resources. Staff conducts assessments to identify those individuals that are at risk of readmission, including whether or not they have been or will be homeless. Staff and community providers identify services that will address these needs and determine how services will be made available. Transition planning begins at admission including linking individuals up with community-based service providers. Regional coordinators oversee the Continuity of Care planning and assure that collaboration is occurring between hospitals and community based providers. The State is also finalizing the Transition Planning Protocol for those individuals that are on the Mental Health Olmstead List. Any individual that has been hospitalized more than 60 days and is considered appropriate for discharge is placed on the Mental Health Planning List. No person on this list is discharged without an appropriate Person Centered Transition Plan that provides for the individuals receipt of appropriate community services. The State will monitor performance measures that track the quality and consistency of the transition planning process.

#### **Corrections:**

- DCA, the Board of Pardons and Paroles, the Department of Corrections and the Criminal Justice Coordinating Council have jointly implemented the "Re-Entry Housing Partnership" (RHP) program. DCA is the lead fiscal agent, and Pardons and Paroles have hired a full-time discharge planner dedicated to the program. The RHP program is designed to assist 'job ready' parolees with housing placement, meals and services in the absence of stable family, friends or resources for housing at the time of parole. This program prevents the inappropriate discharge of parolees that often leads directly to homelessness. During the last fiscal year, 261 parolees were placed. Currently, over 600 parolees have been placed and as the program continues to expand, it is believed that cost savings can be sustained by effective parole supervision and intervention. If these offenders had not been released it would have cost an additional \$27 million dollars to incarcerate them until they were discharged

from prison. Even with the cost of parole supervision of \$4.08 a day, the net savings to the State equals \$21 million dollars.

- The DHS Crisis Intervention Team (CIT) is working to break the cycle of homelessness. A new initiative trains police officers to support pre-booking diversion of persons with severe mental illness into treatment. This way, persons retain their housing without cycling through jails/prisons and back onto the street. The National Alliance on Mental Illness (NAMI) is a primary partner. Over 1500 officers across Georgia have been trained.

## **M. GEORGIA'S NON-HOUSING COMMUNITY DEVELOPMENT NEEDS**

The State recognizes the importance of using CDBG resources to assist in meeting the state's non-housing community and economic development needs. In addition to the annual regular round CDBG competition, which routinely funds such needs, the State has also set aside funds for several categories or types of projects in an effort to be more responsive to local needs that often are not conducive to an annual competition. Specifically, funds are set aside for: (1) two economic development programs (the Employment Incentive Program [EIP] and the Redevelopment Fund) which accept applications at any time and (2) the Immediate Threat and Danger Program, which responds to urgent need situations. In addition, local governments can make application at any time for a Section 108 CDBG Loan Guarantee.

The primary long-term objective of the community development strategy is to develop viable communities by responding to locally determined needs for suitable living environments, expanded economic opportunities and decent housing, principally for low- and moderate-income persons. The objectives will be achieved by funding activities that: 1) increase the availability and accessibility of basic infrastructure, services, employment, shelter and the basics of daily living; 2) make housing, basic infrastructure and services affordable; and 3) improve the sustainability and livability of communities through the removal of slums, blight or conditions that promote poverty and hinder economic revitalization. Examples of recently funded activities that meet the objectives include: a) the financing of a neighborhood revitalization strategy that combines the rehabilitation of failing public infrastructure with clearance of dilapidated, abandoned housing units and rehabilitation of existing housing units; b) the financing of a public shelter for homeless women and children; c) the replacement of failed water lines so that a low-income neighborhood has a dependable and potable water supply; d) the financing of a public health center so that low-income families have access to basic health and dental care; e) the financing of sewer service that will allow the location of a manufacturing facility that will employ low- and moderate-income persons; and f) the financing of well repairs for a small community whose water supply failed as a result of the influx of Katrina evacuees housed at a local college.

## **N. OTHER ACTIONS TO BE IMPLEMENTED BY GEORGIA**

### **ACTIONS TO ADDRESS OBSTACLES TO MEETING UNDERSERVED HOUSING NEEDS**

## ADDRESSING THE OBSTACLES

The State recognizes that many obstacles connected to affordable housing issues relate to public perceptions and market factors. The State will respond to underserved needs as they are identified. However, the State can take action to address issues pertinent to its regulatory control. These responses include:

- Implementing federal fair housing requirements in association with all HUD-funded housing activities.
- Providing housing information to Georgians interested in purchasing their first home, including: Consumer Education Seminars geared to promoting a general awareness of the advantages and responsibilities of homeownership; Pre-Purchase Housing Counseling; and Post-Purchase Follow-up Sessions at borrower's request after closing a mortgage loan.
- Developing and helping to facilitate a training course "Best Housing We Can Have" in joint-partnership with the Georgia Municipal Association. The course focuses on how communities can respond to their local housing needs and issues and use available housing programs to develop or enhance their housing strategy.
- Carrying out activities identified in the State's approved Analysis of Impediments to Fair Housing Choice.
- Providing information on tenant/landlord laws.
- Offering technical assistance and financial resources to nonprofit housing providers to increase the administrative capacity of these organizations.
- Pursuing federal regulatory changes that will enable the State to more efficiently provide assistance to underserved households
- Implementing the Continuum of Care plan that serves the needs of rural Georgia, including the homeless population.
- Supporting the efforts of service providers through the Housing Trust Fund to assist the homeless.
- Continuing to assist designated HOPWA project sponsors with the enhancement of current programs.
- Using the Community Housing Initiative to coordinate linkages between DCA, local private lenders, local governments, developers, and builders in order to address workforce housing related needs of the particular community.
- Utilizing a 30% set-aside of federal tax credits for applications in rural areas. This will result in a matching set-aside of state tax credits.
- Hosting strategy sessions and coordinates housing fairs with City and County Government Officials, Chamber of Commerce staff, and other interested community leaders to help determine the need for affordable housing and the availability of qualified borrowers.
- Educating staff members and improving coordination between governmental and non-governmental entities to enhance understanding and improve resource use in order to expand the affordable housing opportunities available to persons with disabilities.



- Offering Spanish workbooks for DCA's home buyer programs to enable Georgia's Hispanic population better access to this assistance. A Spanish version of the Housing Counseling Workbook entitled "Su Casa Propia" is also available.
- Continuing to make available the GeorgiaHousingSearch.org web site to provide property managers the ability to market available rental units (including those designed with features to make the units accessible for individuals with disabilities) to prospective tenants across the state of Georgia. The site supports property searches in English and Spanish.
- Offering training to nonprofit developers on how to develop single family housing for homeownership. DCA will host six trainings during SFY2011 based on funding availability.
- Continuing to utilize the applicant checklist to simplify the process through the Georgia Dream program. The checklist form is available on the website for both the applicant and/or participating lender. The Applicant Checklist expedites the processing of the mortgage loan by preparing the first time home buyer applicant with a listing of required documentation for the initial interview with DCA's participating lenders and describing the documents required by DCA's underwriting to expedite approval.
- Continuing to serve on Governor Perdue's Workforce Investment Board's (WIB) Coordinating Council and offering the Georgia Work Ready web site -- [www.gaworkready.org](http://www.gaworkready.org). The Council is comprised of the Governor, representatives from business and industry, higher education, workforce training, organized labor, local government, and chief executives of the lead state agencies in the workforce development system. The board was created to implement a comprehensive strategic plan to link workforce development to the education community and align that effort with economic needs of the state. The site is where Georgia communities can demonstrate that their workforces have the education levels and job skills necessary to compete in today's global economy.
- Continuing DCA Downtown Development Resource and Program Guide. that is a compilation of resources and programs that can be utilized in downtown development programs across Georgia.
- Continuing to provide the Shopping for a Mortgage? FHA Improvements Benefit You pamphlet. The pamphlet is a joint venture between the National Association of Realtors and the Federal Housing Administration and provides information on FHA mortgage insurance.
- Continuing the Opportunity Zone Tax Credit Program that was created by the Georgia legislation. In these zones, businesses, including retail businesses, would be eligible to use job tax credits of up to \$3,500 per job created against their state income tax liability. Businesses could use the job tax credits for up to ten years, as long as the jobs created are maintained.
- Providing technical assistance upon request regarding the Job Tax Credit Program.
- Continuing to provide technical assistance to various cities and organizations on downtown development and revitalization issues.

- Continuing to collaborate with the U.S. Department of Homeland Security to map Georgia Community Facilities. Since passage of the Georgia Planning Act in 1989, DCA and the State's Regional Development Centers have compiled and maintained statewide maps and information on over 8,000 Community Facilities.
- Continuing to provide web-based geospatial image services for comprehensive planning. These resources were created and are managed with ArcGIS Image Server.
- Continuing the partnership between the DCA, the Department of Corrections and the State Board of Pardons and Paroles for the Re-Entry Partnership Housing Program. The program provides housing to convicted felons who remain in prison after the Parole Board has authorized their release due solely to having no residential options. Re-entry housing partners must provide released offenders stable housing, a supportive environment, and food. The goal of the RPH program is to provide short-term financial assistance to help stabilize an individual's re-entry process to enhance his or her ability to remain crime free. Prisoners today are typically less prepared for reintegration, less connected to community-based social structures, and more likely to have health or substance abuse problems than in the past. In addition to these personal circumstances, limited availability of housing and social services in a community can affect the returning prisoner's ability to reintegrate.
- Marketing the no-step entry design to builders of affordable single family housing through partnerships with the Statewide Independent Living Council, Concrete Change and the building industry.
- Supporting financial literacy through Money Smart Financial Literacy curriculum to increase fair housing and homeownership.
- Participating with the Georgia Consortium for Personal Financial Literacy organization. This group seeks to raise public awareness, tracks and present research findings, recognize best practices in a variety of arenas and serves as a clearinghouse through which individuals and organizations can have access to resources, services, speakers, research results and programs.
- Offering a streamlined single application to access funds available through the HOME Rental Housing Loan and Housing Tax Credit programs. The competitive application process for these funds occurs in the spring of each year. DCA offers only one annual application cycle for these funds.
- Continuing to conduct a workshop for prospective CDBG applicants. The workshop has two primary goals -- (1) to inform local government officials and other interested parties of procedures used to prepare CDBG applications; and (2) to provide participants with the opportunity to learn how to prepare competitive applications, ask questions and share information.
- Continuing to conduct a workshop for prospective CHIP applicants. The workshop has two primary goals -- (1) to inform prospective applicant of CHIP requirements; and (2) to provide participants with the opportunity to learn how to prepare competitive applications, ask questions and share information.

- Offering redevelopment workshops that are designed to provide CDBG housing recipients with a guide for the development and implementation of their housing programs and federal and state compliance requirements. Workshop topics will cover Revitalization Area Strategy (RAS) designations, online quarterly reports and HUD's Neighborhood Stabilization Program. The workshop will also offer information and practical guidance on integrating CDBG programs into broader local redevelopment programs using such tools as Revitalization Area Strategy (RAS) designations and Opportunity Zones.
- Offering a series of workshops to assist grant administrators with the preparation of CDBG Quarterly Reports by the Community Development and Finance Division staff.
- Continuing to update the Georgia Dream First Mortgage Program to allow it to remain a low cost mortgage financing resource for consumers and to meet the demands of the changing mortgage market.
- Continuing its partnership with Regional Commissions to provide fair housing material to local governments in the comprehensive planning workshops.
- Continuing to utilize a competitive scoring criterion by DCA's Office of Affordable Housing in order to prioritize funding for projects designed to assist households with a disproportionate housing need who are at or below 30 and 50% of median income.
- Continuing to host information sessions to assist counties and regions in the state to earn a designation as a Certified Work Ready Community. Communities must demonstrate a commitment to improving public high school graduation rates, show a specified percentage of graduates are entering the workforce, and drive current workers and the unemployed to obtain a Work Ready Certificate.
- Attending the Atlanta Regional Housing Forums to discuss regional housing issues on a quarterly basis.
- Continuing collaboration with the Departments of Human Services and Community Health for the "Money Follows the Person" initiative to assist in the correction of the system of care for Georgians who are aged or who have physical, mental or developmental disabilities.

#### **ACTIONS TO FOSTER AND MAINTAIN AFFORDABLE HOUSING**

All of the programs administered using Georgia's FFY2010 allocation of consolidated formula funds will seek to foster and maintain affordable housing opportunities within Georgia. As stated in the Strategic Plan, the State will continue to coordinate its use of proceeds from its issuance of mortgage revenue bonds, its use of federal Low Income Housing Tax Credits, Georgia Housing Tax Credits, and the state's allocation of HOME Program matching funds to further this effort. In addition, the Housing Trust Fund for the Homeless will use dedicated State funding to continue the efforts of service providers to assist the homeless and individuals with disabilities.

DCA continues to play an important part in helping communities address their housing needs. DCA will set aside \$55,000 under a Request for Proposals (RFP) to Regional

Commissions to implement housing-related activities. These funds are directed toward providing training and education related to affordable housing and toward helping Signature Community Program (SCP), Communities of Opportunity and Georgia Initiative for Community Housing communities achieve their affordable housing goals.

DCA will continue requiring all applicants for funding under the HOME Rental Housing Loan Programs as stated in the Qualified Allocation Plan to list all available affordable housing units funded by DCA on the GeorgiaHousingSearch.org website. Projects must be listed at the time of application in order for the request to be considered. Each listing must be updated and remain active as required by the system.

DCA's housing counseling program will continue the specialty-counseling programs as funding is made available.

- a. DCA previously received a grant for \$885,000 from NeighborWorks America to provide foreclosure prevention counseling for Georgia residents. The grant was provided by funds from the National Foreclosure Mitigation Counseling Program. The program provides free assistance to families at risk of losing their homes, helping clients to understand the complex foreclosure process and identifying possible courses of action so they can make informed decisions and take action. DCA estimates that nearly 500,000 families facing the threat of foreclosure will be directly assisted with this funding. DCA anticipates that additional funding may be made available through this initiative in SFY2011.
- b. Housing Choice Voucher counseling program: The Office of Homeownership is working in partnership to provide long-term home purchase preparation for HCV holders through DCA to use their housing assistance payments to support home purchase.

### **ACTIONS TO REMOVE BARRIERS TO AFFORDABLE HOUSING**

Georgia has a strong commitment to making decent affordable housing available to all residents. Over the past twenty years, a wide variety of policy and program initiatives has been instituted to move toward this goal. Actions that will be taken include revising housing programs to facilitate access to available funds; revising and implementing state laws impacting housing affordability; continuing implementation of the Georgia Planning Act requirement for jurisdictions to examine issues related to the provision of affordable and adequate housing; implementing new actions identified in the Analysis of Impediments to Fair Housing Choice; and providing training and technical assistance programs to local governments.

In addition to the implementation of its affordable housing programs during SFY2011, DCA will take several steps to eliminate the barriers to affordable housing for several identified groups:

- The Office of Homeownership will continue using a Spanish version of the Housing Counseling Workbook entitled "Su Casa Propia".

- DCA will continue its collaboration with the Georgia Council on Developmental Disabilities, advocacy groups for individuals with physical disabilities, and other nonprofit organizations to eliminate the barriers to purchasing a home by qualified Georgians with a disability, to promote development of visitable housing, and to improve access to affordable rental housing across the State.
- The Office of Homeownership will continue to promote an awareness of homeownership to Georgians interested in purchasing their first home. This information will include Consumer Education Seminars geared to promoting a general awareness of the advantages and responsibilities of homeownership; Pre-Purchase Housing Counseling; and Post-Purchase Follow-up Sessions. During both the Consumer Education Seminars and the Pre-Purchase Housing Counseling sessions, households will be made aware of federal fair housing laws. In addition, the seminars will be targeted to underserved groups identified in the State's Consolidated Plan.
- DCA will continue to make available the GeorgiaHousingSearch.org web site for owners and property managers to input information on vacant rental units. DCA will continue to market this database to service providers for individuals with disabilities to better link information about affordable, available rental units to their clients. The site supports property searches in English and Spanish.
- The Georgia Planning Act requires all of Georgia's cities and counties to adopt comprehensive plans and specifies the elements to be considered in those plans. The Short Term Work Program element in a plan is to be updated at least every five years and the complete plan must be updated and adopted every 10 years. The Standards and Procedures for Local Comprehensive Planning enhance the housing element for city and county planning at the advanced level while continuing to encourage local governments at the basic and intermediate levels to utilize the advanced level regulations to address housing issues in their communities. The regulations require that the comprehensive plans inventory existing conditions and assess current and future needs. If housing is identified as a community issue, the comprehensive plan should also articulate community goals, and describe an implementation program.
- DCA provides data to assist local governments in the planning process. A significant amount of housing data is provided to local governments, including data on low to moderate- income households with housing needs in each jurisdiction and on characteristics of those households. Additionally, DCA's website aims to provide the public with better access to the completed plans and data sets.
- The Office of Homeownership will continue to collaborate with nonprofit agencies, lenders, and mortgage insurance companies who offer borrowers an opportunity to reduce cost and become successful homeowners. Genworth Mortgage Insurance Company continues the discounted mortgage product, Counseling Saver, for borrowers who receive 8 hours of pre-purchase classroom home buyer education.
  - o The program reduces standard mortgage insurance rates for A and A minus loans by 5 basis points regardless of the loan-to-value ratio or the buyer's FICO score.

- o The program is designed as an incentive for buyers to get counseling.
- The State will continue implementation of its Continuum of Care Plan to provide a delivery system to meet the affordable housing and service needs of the state's homeless population. This plan also will enable providers from across Georgia to access funding through HUD's Homeless SuperNOFA process.
- DCA will implement new activities identified in its revised Analysis of Impediments to Fair Housing Choice submitted to HUD, including the printing and distribution of a Fair Housing brochure, in both English and Spanish that conveys information on Fair Housing Law.
- DCA staff will continue its partnership with 11 local public housing authorities (Americus, Athens, Atlanta, Augusta, Brunswick, Columbus, Decatur, DeKalb, Hinesville, Macon and Marietta) that have teamed with GHFA to create Georgia HAP Administrators (GHA), Inc. to provide Housing Choice Voucher Program Contract Administration services to the partners. GHA will continue its operation in SFY2011.
- DCA will continue marketing of a video presentation explaining options to create aesthetically pleasing, cost effective no step entries to single-family homes. The product is used to educate builders and developers.
- DCA will continue its partnership with the Atlanta Regional Commission and Atlanta Neighborhood Development Partnership to create a web-based portal of housing information and statistics as advocated by the Mixed Income Community Initiative.
- DCA will continue to provide supportive services to the Center for Pan Asian Community Services, which serves as an information and referral agency for housing. The center implements community service projects offering courses in comprehensive housing counseling, pre-purchase counseling and house buying workshops to maximize independence and enhance quality of life for the Asian community.
- DCA will implement quarterly workshops for housing counselors to supplement certification training. Topics will include housing news, DCA announcements of new products and information, how to counsel special needs groups, and time management. Various speakers will assist in this series of workshops.

#### **ACTIONS TO EVALUATE AND REDUCE LEAD-BASED PAINT HAZARDS**

DCA is committed to working to eliminate lead-based paint hazards in all its federally funded housing initiatives. Staff works closely with the Georgia Department of Natural Resources and the Georgia Department of Human Services (DHS) through the Childhood Lead Poisoning Prevention Program (GCLPPP). In SFY2011, the following actions are expected to continue by the partners in the GCLPP:

- Update and implement the statewide district focused lead poisoning screening plan.
- Implement the 2008 revised Case Management and Follow Up Guidelines which are now consistent with the January 2009 Early, Periodic, Screening, Diagnosis, and Treatment (EPSDT) manual.

- Exchange data with housing agencies to ensure that no lead elevated children reside in federally assisted housing.
- Implement a statewide lead poisoning surveillance system that incorporates electronic reporting of all blood lead levels and ensures the timely dissemination of information.
- Establish policies and procedures that ensure the appropriate screening and follow-up of children at risk for lead poisoning.
- Create health education, communication, and technical assistance programs for the general public, professionals, and staff that highlight the importance of lead poisoning prevention.
- Work toward the establishment of a healthy homes approach incorporating lead as well as other housing based health concerns.
- Evaluate the program completely in terms of process and impact.
- Work to adjust policy to address the lead hazard abatement problem in the state.
- Implement the new lead law (HB 1043): Childhood Lead Exposure Control Act, which was signed by the Governor in July 2008.

Additionally, DCA will continue to require recipients of federal HOME and CDBG funds that engage in homeowner, housing rehabilitation and rental-assisted activities to follow HUD regulations that require the control of lead based paint hazards and lead safe work practices. DCA will also ensure that all federally assisted housing receives a risk assessment to identify lead hazards and all units pass clearance at the end of the work. DCA's lead abatement and hazard control strategy will focus on identifying and reducing or abating the following hazards:

- Lead contaminated dust.
- Lead contaminated soil.
- Deteriorated lead-based paint, which is chipping or flaking.
- Lead-based paint accessible to children that can be chewed.
- Lead-based paint present in friction surfaces.
- Lead-based paint present in impact surfaces.
- Lead-based paint on any surface disturbed because of rehabilitation activity.

DCA staff will also continue to serve on the Advisory Committee of the Georgia Childhood Lead Poisoning Prevention Program. Through this committee, in addition to contacts with other involved state and federal agencies, DCA will serve as a point of coordination for the integration of lead hazard reduction into housing policies and programs. The current rate of childhood lead poisoning in Georgia is 1.2% of all children under age six who were screened in 2006. The goal of the Advisory Committee is to reduce that to no more than 1.0% by 2010. DCA has been instrumental in assisting in the development of an Elimination Plan. The objectives of the plan encompass three subjects yet are not exclusive to DCA's policies only. The first is establishing partnerships with community development and housing agencies. The second is finding financial resources for controlling lead hazards. The third is playing a proactive role with local housing and

community development agencies by providing screening and housing data to assist them in preparing their Consolidated Plans.

### **ACTIONS TO REDUCE THE NUMBER OF POVERTY LEVEL FAMILIES**

Part V of the Consolidated Plan describes the nature and extent of poverty in Georgia. Many agencies throughout Georgia actively pursue the elimination of poverty. The Consolidated Plan performs in this overall endeavor to foster and promote self-sufficiency and independence. While a solution to assisting the significant number of Georgians living in poverty is beyond the scope of the four HUD formula programs covered by the Consolidated Plan, the implementation of the housing and community development programs as described in this Action Plan will assist in the alleviation of some of the conditions of poverty resulting in substandard or overcrowded housing, lack of jobs and deteriorated neighborhoods. The funding the State will make to local governments, private developers, PHAs, and nonprofit service providers will help persons and families in poverty.

DCA also has set-aside funding in FFY2010 CDBG funds for the Employment Incentive Program. This program will result in new jobs for lower income persons as well as job training possibilities. The additional income generated by these persons should help lift them above the poverty level. DCA is actively coordinating with the Department of Adult and Technical Education for job training.

DCA will continue to participate in roundtable discussions with community leaders, affordable housing advocates in an informal dialogue to discuss topics surrounding fair lending practices, Home Mortgage Disclosure Act (HMDA), and the Community Reinvestment Act (CRA) and how these factors impact the Atlanta market. These sessions are hosted by the Atlanta Neighborhood Development Partnership, Inc.

DCA will continue collaborating with the University of Georgia's Fanning Institute and Georgia Municipal Association in the Annual Professional Development Day and assisting in the development of the GDA Professional Development Program. The program structure includes three levels of successful downtown management where participants who pass a written exam receive certification.

DCA will continue to serve on the Georgia Appalachian Center for Higher Education (GACHE) Advisory Board. GACHE awards competitive grants to high schools located in Georgia's Appalachian Regional Commission-designated counties. The grants will provide schools with resources to enable them to continue to increase their graduation and college-going rates.

A 2003 study done by UGA's Carl Vinson Institute of Government concluded that our nation's rural communities faced unique economic and community development challenges. Some of Georgia's communities have prospered, while others have not. Many of these counties often lack the human, community and economic resources to be competitive in job creation and community building. Relative to Georgia as a whole, rural communities are disproportionately impacted by the causes and consequences of persistent poverty and declining economic vitality. In keeping with Governor Perdue's



vision for a growing, healthy, safe, and educated Georgia, the Communities of Opportunity (Co-Op) Initiative was launched by the Governor's Rural Development Council in March 2007. The initiative involves meeting with local stakeholders to determine their interest in participating. Participation in Co-Op is optional. A community that decides to participate will receive an assessment and local follow-up discussions will take place to determine focus areas. The Co-Op team will offer assistance to develop a community improvement strategy. Incentives for local involvement will also be offered. Counties who intend to apply for Co-Op grants must organize a Youth & Adult Partnership Initiative (YAPI) in their county. Benefits that the community may receive include two years of customized technical assistance to achieve key initiatives from the DCA and other state agencies; access to a Communities of Opportunities Initiative grant of up to \$5,000; assistance in identifying other financial resources for implementing the identified objectives and access to Georgia Environmental Facilities Authority (GEFA) state loans at reduced interest rates. DCA will continue to host town hall meetings across Georgia speaking with local citizens about issues facing their community, introduce the concepts of community development underlying the Co-Op initiative, and discuss how to implement the initiative in more communities.

All state agencies and departments were advised to work in conjunction with DCA to support the success of the Communities of Opportunity Initiative through collaboration and resource sharing. This initiative is a long-term effort that will transform community development into a comprehensive development strategy by rewarding communities for coordination and comprehensive planning and position Georgia as a regional and national leader.

DCA's Housing Tax Credit Program will continue to provide preferences to HOPE VI projects to assist in the redevelopments of those areas for empowering residents, promoting mixed-income communities, and deconcentrating poverty. Preferences are also available to projects that have Redevelopment Plans.

DCA will continue funding family self-sufficiency coordinators linking adults in the Housing Choice Voucher program to local organizations that provide job training, childcare, counseling, transportation and job placement. HUD provided public housing agencies in 48 states, the District of Columbia, Guam and Puerto Rico nearly \$49 million to provide low-income people with the necessary job training to put them on a path toward self-sufficiency. Ten Georgia public housing agencies and housing choice administrators received \$871,536 from the larger award. Agencies and award amounts are outlined below.

<b>Georgia</b>	
Housing Authority of the City of Augusta, Georgia	\$100,582
Housing Authority of Columbus Georgia	\$45,000
The Housing Authority of the City of Brunswick	\$42,517
Housing Authority of the City of Marietta	\$55,950
Housing Authority of the City of East Point Georgia	\$66,000
Housing Authority of the City of College Park	\$63,118
Housing Authority of Fulton County	\$45,645
City of Marietta-Housing Choice Voucher Program	\$56,133

Northwest Georgia Housing Authority  
**Georgia Department of Community Affairs**  
**State Totals**

\$41,000  
\$355,591  
**\$871,536**

*Funded through HUD's Housing Choice Voucher Family Self-Sufficiency Program (HCV/FSS), these grants allow public housing agencies (PHAs) to work with welfare agencies, schools, businesses, and other local partners to develop a comprehensive program to help participating individuals develop the skills and experience to enable them to obtain jobs that pay a living wage.*

### **ACTIONS TO DEVELOP THE INSTITUTIONAL STRUCTURE**

The State will continue its efforts to overcome identified gaps in its institutional structure. The State will undertake efforts to create and to increase the capacity of community-based nonprofit housing sponsors such as CHDOs. Further training, technical assistance activities, and financial support will be important aspects of this effort.

One important step toward this goal has been the continued implementation of the CHDO Predevelopment Loan program implemented by DCA. This program provides interest-free loans to qualified nonprofit organizations to prepare complete and comprehensive applications for financing low- to moderate-income housing developments using Georgia's HOME Rental Housing Loan, Permanent Supportive Housing, and Georgia Dream Single Family Development programs.

DCA will work to continue its previous partnership with the Georgia Department of Human Resources, Division of Mental Health, Developmental Disabilities and Addictive Diseases with representatives in the newly formed Department of Behavioral Health and Developmental Disabilities to develop permanent supportive housing for persons served by the new Department.

DCA in collaboration with the Georgia Interagency Homeless Coordination Council on Homeless is promoting the SSI/SSDI Outreach, Access and Recovery (SOAR) process for assisting persons with disabilities to acquire and increase the receipt of their SSI, SSDI or other eligible benefits. The Department of Human Services provides technical assistance and training for the SOAR Process.

DCA's Team Georgia staff continues to work with the Ft. Benning Military Base realignment plan. Strategies were developed and funding sources identified for infrastructure to prepare for the anticipated growth associated with military buildup. Planning areas include wastewater treatment, housing, health, social services, transportation, land use, zoning and ordinances.

The State will also operate its CHDO Operating Assistance Program to provide assistance to qualified state-designated CHDOs with funding to maintain their operation and to develop their capacity to implement HOME-funded CHDO activities. Eligible CHDOs may receive up to \$35,000 annually.

The Georgia Initiative for Community Housing provides a series of facilitated retreats and direct technical assistance to enable communities to address housing needs. These retreats provide the communities participating in the three-year program an opportunity to learn how to use code enforcement, the state's urban redevelopment law, land banks, and other techniques to further their housing goals.

DCA has partnered with Hands On Georgia to distribute grant funds to local governments that partner with community agencies to use volunteers to transform communities and engage citizens in service. These challenge grants will help to build infrastructure for sustainable programming to recruit, train and manage volunteers in local communities.

The State will provide training as funding is available and as requested through the Georgia Dream Single Family Development program on how to begin develop and preserve affordable single family housing. The training includes an overview of program requirements and the application processes.

DCA will continue to convene a series of meetings for providers of housing and support services at properties funded through the Permanent Supportive Housing Program to explore best practices in the development and operation of supportive housing for homeless people with disabilities.

DCA will also convene regional workshops for users of the Homeless Management Information System (HMIS) in all continuums across the state so that providers of services and housing to the homeless can share best practices and address challenges in using the HMIS.

DCA's Office of Affordable Housing (OAH) increased their HOME, Tax-Exempt Bond/Tax Credit and Tax credit certification training. This upcoming fiscal year, OAH will continue this training on a monthly basis.

In addition, the State will investigate and implement initiatives to increase the free flow of information, resources, and data between federal, state and local agencies, nonprofit housing developers, for-profit housing developers and advocacy groups.

#### **ACTIONS TO ENHANCE COORDINATION**

The policy of the state of Georgia strongly favors the formation and maintenance of cooperative partnerships. The State's efforts to enhance coordination between these partners will include:

- DCA will continue to evaluate and reorganize existing administrative and programmatic systems to provide the most efficient assistance to its participating partners. Steps will also be taken to strengthen existing linkages and form new partnerships with interested participants including private sector housing developers, financial institutions, nonprofit organizations, academic institutions, and local governments.
- DCA will continue sponsoring the Annual Urban Georgia Network Symposium in partnership with Georgia Department of Economic Development, US Environmental Protection Agency, Southface Energy Institute and the American Institute of Architects. The two-day workshop covers a broad spectrum of sustainable development tools from smart ordinances, codes, green buildings and roofs, to planting landscapes for climate change, developing organic markets and community gardens, and even mass-transit and eco-tourism. The Urban Georgia Network (UGN) is

designed to assist larger, urban programs by providing a forum for networking and information sharing on urban issues common to all. The Network encompasses downtown programs, authorities, business improvement districts, community improvement districts, and other organizations that develop and manage the larger, urban downtowns in Georgia.

- DCA will continue to evaluate the construction codes in Georgia. DCA will also work closely with customers in the construction industry through public forum to receive feedback for the development of future construction codes.
- DCA will continue to participate in various forums and networks from across the state that address affordable housing, homelessness or the housing issues of special need groups.
- DCA will work to continue offering a training course for the Association County Commissioners of Georgia (ACCG) to enhance the skills of elected officials. ACCG works to ensure that counties can provide the necessary leadership, services and programs to meet the health, safety and welfare needs of their citizens. This class is offered in cooperation with The University of Georgia.
- DCA will continue to provide its “Best Housing We Can Have” class to municipal government officials to heighten awareness of housing issues in their communities and use available housing programs to develop or enhance their housing strategy. This class is offered in cooperation with the Georgia Municipal Association.
- DCA will also continue to participate in the annual Hands On Georgia Week which is sponsored by AGL Resources, Georgia Natural Gas, Georgia's Electric Membership Corporations, InterContinental Hotels, and SunTrust Directed Funds.
- DCA will continue to provide education to local economic development officials through the Georgia Academy for Economic Development. In the Academy, regional groups identify the area's most pressing issues. When affordable or workforce house is identified, agency housing staff work with those groups to help fashion a response to the local need.
- DCA will maintain and expand its internet web site to increase access to information on Georgia's affordable housing and community development needs and to promote the availability of its programs with its current and future partners.
- DCA will continue community-focused outreach activities through the Home-Buyer Education Grant and the Community Housing Initiative efforts.
- GHFA will continue its membership in Georgia HAP Administrators (GHA), Inc., a nonprofit organization awarded a contract with HUD to provide HAP contract administration services for the project-based Housing Choice Voucher Program. GHA assumed this role on August 1, 2000.
- DCA will continue to facilitate a proactive dialog about preventing and eliminating homelessness as the Housing Trust Fund convenes meetings of the *State Homeless Advisory Council*. The council is composed of representatives from the homeless service provider community, local government providers,

nonprofit organizations, the ecumenical community, and many others interested in addressing issues of homelessness.

- DCA will continue collaboration with the Georgia Department of Behavioral Health and Developmental Disabilities through the Georgia Mental Health Planning Council with the goal of ending chronic homelessness and in procuring mainstream resources for homeless services.
- DCA will continue to act as one of the lead agencies of the Georgia Interagency Homeless Coordination Council. Ongoing work is focused on ending chronic homelessness; policies that will eliminate discharging clients back into homeless situations; improving state agency coordination; improving access to SSI with a consideration given to presumptive eligibility; evaluation of fiscal effectiveness; effective homeless prevention policies; and coordination strategies that will best achieve the Council and the Governor's goals for ending chronic homelessness in Georgia by 2012.
- DCA will continue to participate in mainstream planning efforts throughout the State. DCA regularly attends the quarterly Housing Forums facilitated by the Atlanta Regional Commission, regularly participates in the annual meeting of the Georgia State Trade Association of Not-For-Profit Developers (GSTAND), Supportive Housing Subcommittee of the Atlanta Regional Commission on Homelessness, and DHS's Housing Coalition. DCA staff also participates regularly and are members of the Governor's Council on Developmental Disabilities.
- DCA will continue collaboration with the Regional Commission on Homelessness. Staffed by the United Way of Metropolitan Atlanta, their vision is to address needs in the larger metro region. Four of the Eight Jurisdictions that make up the Regional Commission are within the Balance of State CoC (Douglas, Clayton, Rockdale and Gwinnett). The commission's approach to ending chronic homelessness includes prevention, outreach, intake and assessment, housing, support and employment services. Through the commission, communities are working together to identify national best practices and replicate them at the local level. DCA will continue to collaborate with local agencies in applying for federal funds to create programs that serve persons who are chronically homeless.
- DCA will provide data to assist local governments in the planning process and provides the public with online access to the completed plans and data sets.
- DCA will continue its partnership with the Georgia Municipal Association and the University of Georgia's Housing and Demographics Research Center for the Georgia Institute for Community Housing to offer communities a three-year program of collaboration and technical assistance. This program offers a series of facilitated retreats allowing communities to fashion solutions to their housing needs, the opportunity to attend related workshops, to receive technical assistance. The program provides an opportunity for the community housing teams to engage in cross-community sharing and collaboration.
- DCA will continue the State's participation in various forums and networks from across the state which address affordable housing, homelessness or the housing issues of special needs groups.

- DCA will continue implementation of the Georgia Dream first and second mortgage program through a network of private sector, participating lenders and in cooperation with nonprofit housing counseling agencies.
- DCA will continue to participate in and facilitate homebuyer/educational fairs attended by people interested in buying their first home.
- DCA will continue its Community Housing Initiative to support local officials and leaders achieve their community goals, strengthen downtown revitalization, rejuvenate deteriorating or blighted neighborhoods, and create economic benefits and a stronger tax base through the use of established DCA resources and programs.
- DCA will continue to support financial literacy through Money Smart Financial literacy curriculum to increase fair housing and homeownership.
- DCA will continue its partnership with Regional Commissions to provide fair housing material to local governments in the comprehensive planning workshops.
- DCA will continue to provide supportive services to the Center for Pan Asian Community Services, which serves as an information and referral agency for housing. The center implements community service projects offering courses in comprehensive housing counseling, pre-purchase counseling and house buying workshops to maximize independence and enhance the quality of life for the Asian community.
- DCA will continue the statewide anti-litter campaign: "Litter. It Costs You," which provides a three-pronged approach including education, enforcement and eradication. DCA plays a key role along with Georgia Department of Natural Resources and Transportation and other public and private partners.
- DCA will continue the Community Planning Institute, a two-day program in planning practices conducted by planning and legal professionals. The program targets the training needs of Planning Commissioners, Zoning Board of Appeals Members, and Local Government Staff Members responsible for Planning Functions, Planning Professionals New to Georgia, Elected Officials and Citizen Planners. Attendees completing the two-day training program earn twelve hours of education in land use, comprehensive planning and legal issues. Course completion provides participants "Certified Planning Commissioner" status granted by the Georgia Planning Association and the Georgia Department of Community Affairs.
- DCA will continue to offer and conduct Quality Growth Resource Teams as local technical assistance visits to develop proposals for implementing "smart growth" approaches in local communities and then present their recommendations to local officials and community leaders. The team's focus is to help the community through a step-by-step process of changing local plans, development regulations, or the like to implement recognized best practices that are a good fit for the community. This includes zoning ordinances, subdivision regulations, design guidelines, and other strategies for economic development and transportation.
- DCA will continue their participation in the Appalachian Regional Commission (ARC), a federal-state partnership comprised of 13 states in the

Appalachian region of the United States. The goal of the program is to create opportunities for self-sustaining economic development and improved quality of life in the region. Funding for several hundred projects throughout the Appalachian Region support these goals. These projects create thousands of new jobs, improve local water and sewer systems, increase school readiness, expand access to health care, assist local communities with strategic planning, and provide technical, managerial, and marketing assistance to emerging new businesses.

- DCA will continue to provide the Economic Development Finance Packet (EDFP) booklet that was prepared by the Office of Economic Development. The EDFP is a comprehensive listing of state, federal, local and national programs that are designed to promote economic development and business enhancement in Georgia.
- The Georgia Department of Community Affairs (DCA) is a member of the Georgia Disaster Housing Task Force (GDHTF). Formed in 2009 to meet housing needs during a disaster, the GDHTF will facilitate the delivery and management of shelter and housing accommodation programs necessary to support displaced disaster victims from either a national catastrophic event or an event within the boundaries of Georgia. The function of the GDHTF is to plan and provide for the Congregate, Transitional, Interim and Permanent housing needs of survivors in the aftermath of a catastrophic event in Georgia or hosting other state evacuees. The State of Georgia, in coordination with local and Federal government partners, will seek to provide survivors and/or evacuees with a range of options, maximizing their ability to attain reasonable available housing solutions. DCA will work and collaborate closely with HUD, GEMA, FEMA Public and Individual Assistance Programs, and local housing authorities throughout the state in this initiative.
- DCA will continue the statewide database of Georgia Historical Markers. This database provides information of over 2,600 historic markers that are mapped in every community across the state. A website is also available and was designed to support local tourism and educational programs. The web site hosts photos, a searchable database, a research tool that allows users to search for similar or related content in the New Georgia Encyclopedia and maps and directions to each marker.
- DCA has introduced a new air photo image server as a consequence of its lead role in coordinating the Local Update of Census Addresses (LUCA) Program. The server offers a statewide seamless mosaic of over 4,000 otherwise separate air photo images collected in 2007.
- DCA will continue to coordinating the State's role with the U.S. Census Bureau and the state's 12 regional commission centers for the LUCA Program by proving technical assistance and training to local governments across the state. DCA notably made over 25,000 map edits for all or parts of over 101 counties across the state, which is the most of any entity in the nation.
- DCA will continue to work with the Department of Natural Resources-Historical Preservation Division, Office of the State Archaeologist to develop

and offer a variety of digital data and map information for comprehensive planning.

- DCA will continue the quarterly joint lender and real estate trainings with the DeKalb County Housing Authority.
- DCA will continue to provide a recycling program, “Away From Home”. This program was established to help local communities promote recycling at special events like sporting events, concerts and festivals. Funding from Georgia’s Solid Waste Trust Fund (SWTF) will be used for this program. Curbside Value Partnership (CVP) joined the statewide efforts by providing advertising, graphic design and local government recycling promotional material support. The Coca-Cola Company will continue to donate monies towards the purchase of trailers and collection containers. In addition to the “Away From Home” effort, the state’s comprehensive and collaborative strategy will focus on developing a statewide media campaign, supporting, investing in regional recycling transfer hubs and developing recycling and disposal rate measurement and reporting tools. The strategy also has the support of other state partners, including the Georgia Department of Natural Resources – Environmental Protection and Pollution Prevention Assistance Divisions and the Georgia Environmental Facilities Authority.
- DCA will continue to collaborate with USDA’s National Agricultural Imagery Program (NAIP) obtaining statewide 1-meter pixel resolution, natural-color aerial photography. These images have been assembled into compressed county mosaics and are available for downloading from DCA’s website.
- DCA will continue its partnership with UGA Cooperative Extension providing housing program information. The Monroe County Extension offers program services in 4-H youth, family and consumer sciences and agriculture and natural resources helping Georgians become healthier, more productive and financially and environmentally independent.
- DCA will continue to collaborate with Atlanta’s Rebuilding Together working on a number of community revitalization projects.
- DCA will continue The WaterFirst® Community partnership with local governments, state and federal agencies and other organizations working to improve the management and protection of our shared water resources.
- DCA will continue their membership with the Empire Board of Realtists, Inc. This upcoming fiscal year, the Business Development/Marketing team will make affordable housing workshops available to members as requested and offer continuing education courses twice a year.
- DCA will continue their membership with GAR (Georgia Association of REALTORS®). GAR is the leading advocate for the real estate industry.
- DCA will continue their partnership with South West Georgia Housing Task Force providing assistance implementing their regional strategies for the following goals:
  - 1) Raise region average per capital income to the State by 2015.
  - 2) Improve coordination between the Region’s human resource service agencies, educational and business community.
  - 3) Improve the educational status of Southwest Georgians.



- 4) Improve leadership goals of Southwest Georgians of all ages.
  - 5) Creation of a diverse economy resistant to the down-cycles of individual sectors.
  - 6) Increase provision of adequate capital for small business development.
  - 7) Expansion of employment opportunities at existing business and industries.
  - 8) Increase awareness and use of local business start up and development training services.
  - 9) Capitalization of the Region's natural, historical and cultural resources to expand the tourism sector.
  - 10) Full utilization of technology to increase business opportunities throughout the region.
  - 11) Accelerate regional awareness of the linkage of water resource stewardship to sustainable economic development.
  - 12) Increase the number of housing development, community development agencies and improve their access to successful programs.
- DCA's Office of Downtown Development will continue to offer a three-day workshop on Business Improvement Districts (BIDs), Community Improvement Districts (CIDs), and Tax Allocation Districts (TADs). Workshops highlight several topics including the difference between CIDs and BIDS, the Legal ABCs of Tax Allocation Districts, Redevelopment Law Update, Using Impact Fees as a Redevelopment Tool, Opportunity Zones & Community Development Block Grant Revitalization Areas, Success Stories and many other related topics.
  - DCA will continue to offer "Conserve Georgia," a statewide multi-agency marketing and public education effort aimed at promoting the conservation of energy, land and water; the prevention of litter; and the promotion of recycling. Nine state agencies and divisions form the Conserve Georgia Council and serves as the decision making body: Georgia Environmental Facilities Authority, Department of Natural Resources, Board of Regents of the University System of Georgia, Georgia Forestry Commission, Georgia Soil and Water Conservation Commission, Department of Education, Department of Transportation and the Department of Agriculture.
  - DCA will continue the Georgia Quality Growth Partnership (GQGP) to facilitate local government implementation of quality growth approaches by: disseminating objective information on the various approaches, developing tools for implementing these approaches, sharing of best practices learned from other places, times, and cultures, and promoting acceptance of quality growth by the general public and community leaders. The GQGP has grown to more than thirty organizations of private and public entities.
  - DCA will continue serving on the Georgia Water Council that provides oversight to the Georgia Department of Natural Resources. The Water Council is a coordinating committee created by the Comprehensive Statewide Water Management Planning Act. According to the Act, the Water Council's purpose is to:

- 1) Ensure coordination, cooperation and communication among state agencies and their water-related efforts in the development of a comprehensive statewide water management plan;
  - 2) Provide input to the Environmental Protection Division (EPD) of the Georgia Department of Natural Resources concerning development of the plan;
  - 3) Review, modify if necessary, and approve the final draft of the proposed plan;
  - 4) Recommend such proposed plan for consideration by the General Assembly.
- DCA will continue serving on the review committee of the Entrepreneur Friendly program. The review committee participants include the Small Business Development Center, the Small Business Administration and three state agencies, the Department of Labor, Department of Economic Development and the Department of Community Affairs. Governor Perdue created the Entrepreneur Friendly program in 2004 to enable Georgia's communities to strategically develop an environment in which entrepreneurs and small businesses can flourish.
  - DCA will continue the regional recycling collection program under the state's solid waste trust fund. The state will also continue focusing on the comprehensive and collaborative strategy to develop statewide media campaign, supporting, investing in regional recycling transfer hubs, developing recycling, and disposal rate measurement and reporting tools. The strategy has the support of other state partners, including the Georgia Department of Natural Resources – Environmental Protection and Pollution Prevention Assistance Divisions and the Georgia Environmental Facilities Authority.
  - DCA will continue the Annual "BRING ONE FOR THE CHIPPER" recycling program. BRING ONE FOR THE CHIPPER is Georgia's annual Christmas tree recycling program. Each year, Keep Georgia Beautiful works with private sponsors to organize a number of tree recycling events around the state. Trees were chipped into mulch or used for city and county landscaping projects, individual homes and as wildlife habitat
  - DCA staff will continue serving on the Governing Board of OneGeorgia Authority along with the Governor, Lieutenant Governor, Office of Planning and Budget, Georgia Department of Economic Development, and Department of Revenue. The OneGeorgia Authority assists with a variety of economic development projects to create jobs, stimulate new private investment, support the retention of existing jobs and enhance regional competitiveness through capacity building projects. The OneGeorgia Authority offers the following seven grant or loan programs: E-9-1-1 Fund, Equity Fund, EDGE Fund, Strategic Industries Loan Fund, AirGeorgia (Airport Initiative in Rural Georgia), Broadband Rural Initiative, and Entrepreneur and Small Business Development Loan Guarantee Program. OneGeorgia Authority also supports three broad areas of programs.

1. Entrepreneurs
    - a. Centers of Innovation
    - b. Entrepreneur Friendly Initiative
    - c. e2e Works
  2. Economic Development
    - a. Georgia Academy for Economic Development:
    - b. Georgia Rural Development Council:
    - c. The Fanning Institute
    - d. Youth Leadership Initiative.
  3. Agriculture
    - a. Georgia Market Maker
    - b. Georgia Soil and Water Conservation Commission
- DCA will continue to collaborate with a number of local Colleges and Utility Companies to sponsor the State's Annual "Winning Water: Children's Water Festival.
  - DCA will continue the Great American Cleanup initiative; this was created by DCA's Keep America Beautiful Office. The Great American Cleanup™ (GAC) is the nation's largest annual community improvement program.
  - DCA will continue to recognize excellence for Community Downtown Development programs under The Main Street program. The program uses a comprehensive revitalization process originated by the National Trust for Historic Preservation.
  - DCA will continue sponsoring and co-hosting the Economic Development Technical Assistance & Financing Conference along with OneGeorgia Authority that provides an opportunity to discuss best practices and other innovative economic development trends.
  - DCA will continue serving on the McPherson Planning Local Redevelopment Authority (MPLRA) to assist in the economic-impact plans for future re-use of the Fort McPherson property located in Southwest Atlanta. Fort McPherson is being closed under the federal government's Base Realignment and Closure Act (BRAC) of 2005.

## **O. MONITORING**

To ensure that all statutory and regulatory requirements are being met for activities with HUD funds, the State of Georgia uses various monitoring standards and procedures.

### **COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG)**

DCA will provide CDBG funds to units of local government in accordance with the Annual Action Plan (Part VI, Section F). The selected governments will implement their selected activities, which will be carried out in furtherance of this plan.

To insure that each recipient of CDBG funds operates in compliance with applicable federal laws and regulations, DCA implements a monitoring strategy that closely reviews government activities for all compliance areas, and provides extensive technical

assistance to prevent compliance problems. Recipients must constantly monitor performance to ensure that time schedules are being met, projected milestones are being accomplished, and other performance goals are being achieved in accordance with the approved application.

Pre-funding site visits are made to each potential grant recipient to check that conditions are as described in the funding application submitted to DCA. Once grants are awarded, staff conducts an initial “start-up” visit to assess the capacity and needs of each recipient. In addition, all recipients are required to attend a workshop that provides extensive technical assistance and a guidance manual for use in implementing the project. All required compliance requirements are described in the CDBG recipient’s manual.

Each grant recipient is monitored several times each year by trained DCA staff. A monitoring report is completed for the following compliance areas:

- Environmental;
- Eligibility;
- Fair Housing;
- Civil Rights and Equal Opportunity;
- Financial and Audit;
- Federal Labor Standards;
- Acquisition and Relocation, Section 104(d);
- Interim and Final Audit;
- Final Benefit Count;
- Housing Rehabilitation Standards and Policies;
- Lead Based Paint Hazard Reduction Regulations, and
- Citizen Participation.

In the event that DCA staff identifies compliance problems, the Chief Elected Official is notified and a deadline is set for a response and possible corrective actions. DCA maintains a monitoring status system to insure timely resolution of findings. Prior to formal close-out of each grant, a final check is made to be sure all monitoring has been completed and any finding is resolved satisfactorily.

#### **HOME INVESTMENT PARTNERSHIP (HOME)**

**Georgia Dream Homeownership Programs (Georgia Dream Second Mortgage Program including PEN, CHOICE, Signature Community, and Homeownership Voucher options and the Home Buyer Subsidy for the Georgia Single Family Development Program:**

Eligible borrowers apply for the Georgia Dream Homeownership Program loans and the loan portion of the Georgia Single Family Development Home Buyers Subsidy through Participating Lenders by completing a standard mortgage application to obtain a fixed rate FHA, VA or Conventional mortgage loan. Lenders underwrite the application for credit approval based on the requirements of the Mortgage Insurer. The lender also

determines if the loan complies with DCA guidelines. Once the Lender completes the compliance review and credit underwriting process, approved loans are submitted to DCA for compliance underwriting approval. The DCA compliance underwriting review is performed after the Lender's credit underwriting process. If the application meets the applicable credit and compliance underwriting guidelines, DCA will issue an underwriting approval and commitment to purchase the loan from the lender. DCA purchases closed Program loans pursuant to the purchase requirements and schedule set forth in DCA's Seller Guide.

DCA's compliance underwriting decision is based on, but is not limited to, a review of the documentation in the Underwriting Package that documents satisfactory compliance with the following criteria:

- a) Ownership Interest: Review the Application source documentation, tax returns and applicant affidavit to document that the Applicant(s) meets the ownership interest requirements.
- b) Income: Ensure that the Household Annual Income meets program requirements as determined by a review of source documentation (pay stubs, awards letters, verifications of employment, liquid assets, etc.) that verifies the income of all household members over the age of 18.
- c) Acquisition Cost: Review the sales contract, construction cost, and Acquisition Cost Certification completed by the seller and buyer to insure that Acquisition Cost of the subject property is within the published Acquisition Cost limits for the county in which the property is located.
- d) Purchase Only Transaction: Review application and underwriting package to insure that funds will be used for purchase only transactions.
- e) Recapture: Review disclosure and acknowledgment by borrower of recapture provisions for federal and state funding.
- f) HQS, Environmental & Property Requirements: Review FHA appraisal and environmental checklist completed by third party appraiser to insure that property meets HQS, DCA property requirements and that there are no environmental issues.
- g) Lead Paint: Review documentation to determine if property was built prior to 1978. If it is determined that property is pre-1978, utilize non-federal funding for purchase transaction.
- h) Subsidy Layering: Review mortgage financing structure to ensure that those excessive governmental subsidies are not applied to any one purchase transaction. A disclosure of all federal, state, local or federal government funds is required on the Application Affidavit (Form SF-12) and Loan Applicant Profile (Form SF-10) which are reviewed by DCA's Compliance Underwriters
- i) Completeness: Review documentation to insure data integrity, completion and accuracy of all DCA required forms.
- j) Home Buyer Education/Counseling: DCA requires that are either applicants receiving down payment assistance and the Single Family Development option attend and complete a home buyer seminar or individual counseling program with a DCA or HUD approved agency.

- k) Appraisal: all appraisals are required to be on the most recent version of the uniform residential appraisal report, submitted with original pictures or color digital images of the subject property and street scene and that the appraiser has the appropriate experience and qualifications.

**CHIP:**

DCA awards CHIP funds on a competitive basis to eligible local government and nonprofit applicants. To ensure initial applications are in keeping with the HOME program requirements, as well as other federal, state and local requirements, DCA sponsors an Applicants Workshop. The requirements are also detailed in the Administrative Manual. Specifically the following requirements are covered:

- Eligible Applicants
- Eligible HOME (CHIP) Activities
- Ineligible HOME (CHIP) Activities
- Basic HOME Rules:
  - Definition of a Project
  - Form of Subsidy
  - Amount of Subsidy
  - Eligible Costs
  - The Property (Types, Value, Standards)
  - The Applicant or Beneficiary (Low Income)
  - The Long Term Affordability
- Applicability of Other Federal Requirements per HOME regulations and Other DCA Requirements
- Non Discrimination and Equal Access (fair housing, equal opportunity and handicapped accessibility)
- Employment and Contracting (equal opportunity, labor requirements, contracting and procurement)
- Environmental
- Lead Based Paint
- Displacement, Relocation and Acquisition
- Financial Management
- Housing (fair and equal credit laws, construction standards)
- Historic Preservation

DCA conducts the following monitoring reviews of local government CHIP recipients:

- a) Grant Award Review: An initial site visit review of the grant award includes review of the general conditions and special conditions of the award; grant adjustment notices; financial management procedures; citizen participation requirements; affirmative marketing requirements; fair housing requirements; environmental review; historic preservation; written agreements; and, location of

- program records. Technical assistance is also provided on any special requirements of the award.
- b) Program Start-up Review: CHIP staff conducts an on-site start-up review to verify the recipient is on target with award timelines and in compliance with program regulations. A review of the program policies and procedures is also conducted. Special condition compliance, fair housing, use of manuals and forms and all required written agreement are discussed.
  - c) Financial Management Review: When between 40 and 60 percent of program funds have been drawn down, DCA conducts an on-site financial management review including case file reviews, site visits to completed projects, verification of income, verification of ownership of property, owner occupancy, property type and value, property standards, loan and grant documentation, construction documentation, environmental screening, reconciliation of CHIP checking account, source documentation for all invoices and other financial management review.
  - d) Close Out Review: After all project funds have been drawn, DCA conducts an on-site close-out review to monitor program and project records for compliance with HOME regulations including reconciliation of draw down records, final quarterly reporting, outstanding monitoring issues, unused funds return, administrative draws, case file reviews and record retention.
  - e) On-Going Technical Assistance: DCA conducts technical assistance as requested during the program year to State Recipients and Sub-recipients.
  - f) Housing Workshops: The CHIP staff conducts periodic housing workshops for CHIP recipients.

### **HOME Rental Housing Loan Program:**

The State has developed and implemented compliance monitoring procedures to ensure proper implementation of all HOME regulations. To facilitate this monitoring process for the state's HOME-financed rental housing programs, the State sponsors a compliance training seminar for HOME program participants, including such topics as: tenant applications, income limits, rent limits/utility allowance, income verifications, annual income and assets, income certifications/recertifications, leases, occupancy status reports, annual reports, and the responsibilities of property owners. Certification testing is required and certificates are awarded upon successful completion of the training. The Owner will also be required to submit to DCA a copy of the Certificate of Successful Completion for the training prior to the beginning of lease-up or prior to placing the first building in service. The Applicant's compliance responsibilities begin with the award of the HOME funds and will continue through the end of the Compliance Period, the Period of Affordability, or the term of the loan, whichever is longer.

The State conducts site visits annually for multifamily properties with 26 or more units and biannually for multifamily properties with 25 or fewer units. Properties are inspected for conformance with HUD's minimum Housing Quality Standards. In addition, DCA monitors each property for compliance with its executed land use restriction agreement.

Compliance with federal and state requirements is conducted for each project as noted below:

a) Subsidy Layering

DCA will perform subsidy-layering analysis for HOME funded projects prior to the time of preliminary commitment for projects receiving tax credits from the state's low income housing tax credit allocation. In cases where the results of a DCA subsidy layering review indicate that there would be excess assistance, DCA will reduce the amount of the HOME loan to eliminate the excess. In addition, a subsidy layering review is also conducted during HOME loan underwriting prior to the closing of the HOME loan.

b) Environmental Review

The State requires site-specific environmental assessment for all development proposals being considered for funding with HOME funds. At a minimum, DCA requires a Phase I Environmental Site Assessment in accordance with standards developed by the American Society for Testing and Materials (ASTM). In addition, DCA also requires that the Phase I address, asbestos, mold, lead-based paint, lead in drinking water, radon, PCBs, floodplains and wetlands. Request for approval of threshold environmental requirements must be submitted at application for review and clearance. Once the environmental review is complete, clearance letters will be issued to those projects. All environmental threshold determinations made at pre-application will be conditioned on DCA's site visit after receipt of the full application. The Applicant, as outlined in the HOME/HUD Environmental Questionnaire, must complete additional requirements for HOME/HUD funded projects at the time of Application Submission, including, but not limited to, the Eight-Step process and HUD publication procedures.

- i. Eight-Step Process: Projects located within a flood hazard area or designated wetland are subject to Executive Order 11988 (Floodplain Management) and Executive Order 11990 (Protection of Wetlands) respectively. HUD's implementing regulations at 24 CFR Part 55 -- "Floodplain Management" prescribe measures for protecting floodplains, and when amended, for protecting wetlands. Under the provisions of these Executive Orders, HUD must avoid financial support for covered activities, unless it can demonstrate that there are no practicable alternatives outside the floodplain or wetland. Therefore, if jurisdictional wetlands will be filled or impacted and/or construction and landscaping activities will occupy or modify a floodplain/floodway, documentation that the Eight-Step process has been followed as mandated by 24 C.F.R. § 55.20 for wetlands and floodplains must be provided as a part of the HOME and HUD Environmental Questionnaire. The decision making process for compliance with this part contains eight steps, including public notices and an examination of practicable alternatives. The steps to be followed in the decision making process are outlined in the 2008



Environmental Manual. Documentation of the Eight-Step process must be submitted at Application.

- ii. HUD Environmental Clearance & Publication Requirements: The Georgia Department of Community Affairs, as the responsible entity (RE) referred to in 24 CFR § 58.43, Environmental Review Procedures for Entities Assuming HUD Responsibilities, is responsible for undertaking environmental reviews for proposed HOME projects in accordance with the National Environmental Protection Act (NEPA). In this capacity, DCA must ensure that the environmental review process is satisfied before certain HUD funds are committed to specific projects. Environmental reviews must be completed and submitted to HUD before HOME funds are firmly committed. Therefore, when initial awards of HOME funds are announced, DCA will publish notices of its intent to allocate HOME funds in local newspapers in the proposed project's areas. After comments, if any, have been received, HUD will review the comments to determine if there has been a finding. Once that process is complete and there has been no finding, DCA will seek a release of the HOME funds in compliance with HUD procedures. Once the funds are released, the applicant can initiate development activities.

c) Site and Neighborhood Standards

Applications may submit the required documentation before the application. DCA will review the information and issue documentation that the property meets the requirements of site and neighborhood standards. Any threshold pass will be conditional on DCA's site review during the normal Application Round. Projects applying for HOME funds must meet additional Site and Neighborhood Standards (24 CFR Sec 92.202 and 24 CFR Sec 983.6) as mandated by the HOME regulations. DCA will determine whether a project meets these standards during its Threshold Review of Applications. DCA will determine whether a project meets these standards through review of information submitted by Applicants, independent verification of project location in census tracts, independent verification of racial composition of project area by DCA staff and through an independent visual review of the area surrounding the project site by DCA staff. A detailed check list is completed by DCA staff before each project is approved for funding.

DCA will also review application documentation and perform a site visit to determine whether there are any conditions present, which may be seriously detrimental to family life.

A determination will be made as to whether any of these undesirable conditions predominate in the neighborhood. If DCA determines that there are undesirable conditions present (substandard dwellings, abandoned buildings), it will look to determine whether there is evidence of a concerted program to remedy these conditions.

d) Labor Standards

If HOME funds are provided (whether for construction or non-construction expenses) to projects involving the construction of affordable housing consisting of 12 or more HOME units, then the contract relating to the new construction or rehabilitation must comply with the following labor standards:

- Davis-Bacon Act, 40 U.S.C. 276(a)-5
- Contract Work Hours and Safety Standards Act, 40 U.S.C. 327-332
- Copeland “Anti Kickback” Act, 40 U.S.C. 276(c) 1982.
- All applicable regulations and HUD Handbook #1344.1

Each developer/owner is required to attend a pre-construction conference. During this conference, DCA’s Compliance Manager will distribute applicable forms and instructions relating to labor standards.

e) Affirmative Marketing

Affirmative Marketing is required when HOME-assisted housing contains five or more units. If applicable, owners of HOME-assisted housing must adopt and conduct affirmative marketing procedures and requirements, which provide information and otherwise attract eligible persons. DCA will monitor and annually assess the affirmative marketing efforts conducted by owners in compliance with this requirement.

f) Uniform Relocation Act

Uniform Relocation Act information is reviewed by DCA staff at the time of application. Each project’s compliance with relocation requirements is also monitored throughout the construction process and through lease-up by reviewing rent rolls, relocation plans and budgets and by visiting the sites. A relocation guide has been prepared by HFD for use by the applicant. This guide contains policies, procedures and forms for use in complying with all Federal and State requirements.

Voluntary acquisitions are also subject to the requirements outlined at 49 CFR 24.101, as outlined in HUD’s implementing instructions found in Chapter 5 of Handbook 1378. DCA reviews all sales contracts as well as supporting documentation at the time of application to ensure that all requirements have been satisfied and that the acquisition of the project is “voluntary” according to HUD’s standards.

g) Fair Housing, Equal Opportunity and Accessibility Laws

HOME recipients must comply with all federal, state and local laws relating to fair housing and equal opportunity, including but not limited to those listed below:

- Minority Business Enterprise Executive Orders 11625, 12432, and 12138
- The Federal Fair Housing Act (42 U.S.C. §3601 et seq. (1968))
- The Georgia Fair Housing Act (O.C.G.A. §8-3-200 et seq., (1992 Supp.))
- Age Discrimination Act of 1975 (42 U.S.C. §6101 et seq.)
- Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. §794)

- Americans with Disabilities Act of 1990 (ADA) (42 U.S.C. §12116 et seq.)
- Section 3 of the Housing and Urban Development Act of 1968 (12 U.S.C. §171U et seq.)
- Executive Order 11063
- Title VI Civil Rights Act - 1964 (42 U.S.C. 2000d)

DCA staff reviews each project for compliance with each of these statutes. Each project is reviewed both during the planning stage and during construction to ensure that all applicable accessibility requirements are met.

h) Rent and Income

HOME Certification Training is offered by DCA monthly. The training is designed for the on-site property staff and covers rent restrictions, income limits and physical requirements. At least one management representative from each property must have attended and successfully completed the certification testing prior to beginning of lease-up.

In addition to the HOME Certification Training, each property is visited by the HFD during lease-up. Randomly selected tenant files and policies and procedures are reviewed during this visit. If needed, additional training is offered.

Each HOME property is inspected once a year during the Period of Affordability and files are reviewed for compliance with the HOME regulations and any additional State requirements.

In addition to the requirements above, the Owner of each property is required to complete the Georgia HOME Annual Owner Certification each year. By completing the document, the owner is certifying that the subject property has complied with all appropriate Federal and State Regulations.

**Georgia Dream Single Family Development Program – Development Subsidy:**

Financing provided to applicants to the Georgia Dream Single Family Development Program is subject to compliance with all of the following requirements as required by applicable federal regulations based on the number of units for which financing is sought.

- a. Environmental Review: The State requires an Environmental Screening Checklist for each development site that must be submitted during the Application Process. If the site will be affected by any factor identified in the Screen Checklist, the applicant must submit a Standard Mitigation Plan demonstrating how those issues will be addressed at the site. The Standard Mitigation Plan must be completed by a qualified environmental firm and submitted at the time of the Application

Process. Any costs associated with any environmental clearance issue must be accurately reflected in the appropriate development budget. A professional engineer should conduct the Phase I and II. Additionally, in accordance with the National Environmental Protection Act (NEPA), DCA provides public notice and reviews the environmental effects of proposed housing related activities throughout the state to ensure that the activities will not have an adverse effect on the environment. The Applicants requesting Home Buyer Subsidy only are not required to submit a Phase I report at the time of application submission.

b. Uniform Relocation Act

- 1) Uniform Relocation Act applies to all applicants submitted for the GDSFDP. The following requirements are required:
  - i. That no tenants have occupied the property for a period of one year prior to the date of purchase or option to purchase.
  - ii. Those tenants occupied the property within the past year prior to the date of purchase or option to purchase but that the tenants was not asked to move in order to participate in this transaction and that the tenants either voluntarily moved or were evicted for cause.
  - iii. That the property is tenant occupied and the Seller agrees to allow egress/ingress to the site so that required notices can be delivered to each resident, and that each resident can be surveyed to determine their replacement housing need and related moving cost. This certification must be provided on the Seller's Occupancy Certification form.
- 2) Uniform Relocation Act acquisition rules cover all involuntary purchases for any properties receiving federal financial assistance.
- 3) Voluntary sales are negotiated between the seller and the applicant without the threat of eminent domain or condemnation. Therefore, URA does not regulate them. However, certain notice requirements are applicable.
  - i. Owners who are voluntarily selling must receive notice that the property will not be taken by eminent domain and of the estimate fair market value.
  - ii. If an applicant is not able to give the required notice prior to the initiation of the contract, then the Seller/Owner must be allowed to withdraw from the purchase agreement
  - iii. If the applicant fails to give this notice, the Seller/Owner may be able to claim that the acquisition was involuntary.
- 4) If any exiting property is tenant occupied, the applicant must include funds to cover the relocation benefits for which the tenant is eligible.

c. Property Standards and construction codes: All applicable state and local codes, Housing Quality Standards at 24 CFR 982.401 and local zoning ordinances must be met at the time of unit completion, housing construction, reconstruction or rehabilitated. Additionally standards may apply:

- i. Accessibility: Must meet regulations referred in 24 CFR part 5.015(a).
- ii. Easy living standard: applicants are encouraged to apply this standard
- iii. State minimum standard codes
- iv. Energy star standards: Qualified homes are independently verified to be at least 30% more energy efficient than homes built to the 1993

- national Model Energy Code or 15% more efficient than the state energy code, which ever is more rigorous. Verification is conducted upon the construction method by HERS rating or Builder Option Packages (BOP's).
- v. Manufactured housing: manufactured housing must be new, in conformance with the National Manufactured Home Construction and Safety Standards Act of 1974 as amended, permanently affixed in accordance with HUD's Handbook 4930.0, and must be multi-sectional.
  - vi. Lead-Based paint poisoning prevention act 42 U.S.U. 4831-5 et al and HUD implementing regulations at 24 CFR part 35
  - vii. Historic Housing Rehabilitation and new construction in historic districts
  - viii. Official code of Georgia 12-5-134 for installation of private wells and rules of Department of human resources public health chapter 290-5-26 for septic system
- d. Affirmative Fair Housing Marketing Plan: All applicants seeking funding under the Single Development Program proposing four or more units must have an Affirmative Fair Housing Marketing Plan (AFHMP) prepared in compliance with Fair Housing Laws, HOME requirements and other Georgia Dream Single Family Development Program guidelines. The AFHMP must be included in the Application. In addition to developing this plan, the applicant must include the following:
- 1) An opportunity for prospective buyers to indicate how they became aware of the affordable housing opportunity.
  - 2) The owner must display the fair housing opportunity logo or slogan in a high traffic area of its central office.
  - 3) The applicant must develop or assign for the development of communications materials.
- e. Fair Housing, Equal Opportunity and Accessibility Laws: Applicants must comply and certify with any and all federal, state and local laws relating to fair housing and equal opportunity, including but not limited to those listed below:
- The Federal Fair Housing Act 42 U.S.C. §3601 et seq. (1968))
  - The Georgia Fair Housing Act O.C.G.A. §8-3-200 et seq, section 804(a-e), 805, 806
  - Title VI Civil Rights Act - 1964 42 U.S.C. 2000d)
  - Title VIII Civil Rights Act - 1968 42 U.S.C. 3601 et seq.
  - Minority Business Enterprise Executive Orders 11625, 12432, and 12138
  - Age Discrimination Act of 1975 42 U.S.C. §6107
  - Section 504 of the Rehabilitation Act of 1973 29 U.S.C. §794
  - Americans with Disabilities Act of 1990 (ADA) 42 U.S.C. §12116 et seq.
  - Section 3 of the Housing and Urban Development Act of 1968 12 U.S.C. 4171 U et seq.
  - Executive Order 11063 as amended by Executive order 12259

- Affirmative Marketing in accordance with HOME Final Rule at 24 CFR 92.351
- f. Davis-Bacon: Every project approved that includes 12 or more units assigned with HOME funds must contain a provision requiring payment of not less than the wages prevailing in the locality to all laborers and mechanics employed in the development of any part of the housing.
- g. Financial Management: the HOME Final Rule (24CFR part 92) and the Code of Federal Regulations regulate the financial management and administration of the GDSFDP.
  - i. Record keeping and retention requirement-Applicants must establish and maintain projects records for a minimum of five years, be maintained in an accessible location, be well organized
  - ii. Procurement standards: Applicants must use their own procurement regulations which reflect applicable State, Federal and local laws, rules and regulations.

**Permanent Supportive Housing Program:**

The State has developed and implemented compliance monitoring procedures to ensure proper implementation of all HOME regulations. The compliance responsibilities begin with the award of the Permanent Supportive Housing Program funding and will continue through the end of the Compliance Period, the Period of Affordability, or the term of the Permanent Supportive Housing Loan, whichever is longer.

DCA will monitor the property for compliance with all applicable HOME regulations prior to loan closing, during construction/rehabilitation, and throughout the period of affordability. At the pre-construction conference, the owner will receive a complete package of HOME compliance materials and information on training opportunities. Prior to lease up, the owner will be required to attend a DCA Compliance workshop that will cover lease-up regulations and compliance requirements throughout the period of affordability. Each HOME funded rental property is inspected once a year during the Period of Affordability and files are reviewed for compliance with the HOME regulations and any additional State requirements.

Per instructions provided in the applicable Application and Operations Manual, all applicants must provide detailed information in their application as to how they will ensure that they comply with federal regulations. Prior to the signing of a loan agreement compliance staff will review all approved applications to ensure compliance.

A loan provided to applicants to the Permanent Supportive Housing Program is subject to compliance with all of the following requirements.

- a. Environmental Review: The State requires site-specific environmental assessment for all development proposals being considered for funding with HOME funds. At a minimum, DCA requires a Phase I Environmental Site Assessment in accordance with standards developed by the American Society for Testing and Materials (ASTM). In addition, DCA also requires that the

Phase I address, asbestos, mold, lead-based paint, lead in drinking water, radon, PCBs, floodplains and wetlands. Compliance staff reviews the submitted documents and either approves or rejects the documents as submitted. A detailed checklist is used to ensure review uniformity. The checklist is compared to the appropriate HOME rules. Applicants are notified by phone or mail of deficiencies and are given a reasonable time to make corrections. Additionally, in accordance with the National Environmental Protection Act (NEPA), DCA provides public notice and reviews the environmental effects of proposed housing related activities throughout the state to ensure that the activities will not have an adverse effect on the environment.

- b. Site and Neighborhood Standards: DCA requires all applicants who will be constructing new rental housing units to comply with the site and neighborhood standards of 24 CFR 983.6(b). Applicants must provide detailed information regarding the proposed project site and must complete a site and neighborhood standards certification for review. A detailed checklist is used to ensure review uniformity. The checklist is compared to the appropriate HOME rules. Compliance staff reviews the submitted documents and either approves or rejects the documents as submitted. Applicants are notified by phone or mail of deficiencies and are given a reasonable time to make corrections.
- c. Uniform Relocation Act: DCA requires that all Applicants that propose a project funded with a Permanent Supportive Housing loan must ensure that all reasonable steps are taken to minimize the temporary and permanent displacement of persons (families, individuals, businesses, nonprofit organizations) because of the construction or rehabilitation of a project. Compliance staff reviews the submitted documents and either approves or rejects the documents as submitted. A detailed checklist is used to ensure review uniformity. The checklist is compared to the appropriate HOME rules. Applicants are notified by phone or mail of deficiencies and are given a reasonable time to make corrections.
- d. Federal Labor Standards: For HOME funded projects involving the construction of affordable housing consisting of 12 or more units, DCA requires that the contract relating to new construction or rehabilitation must comply with the following labor standards:
  - Davis- Bacon Act, 40 U.S.C. 276(a)-5
  - Contract Work Hours and Safety Standards Act, 40 U.S.C. 327-332
  - Copeland “Anti Kickback” Act, 40 U.S.C 276(c) 1982
  - All applicable regulations and HUD Handbook #1344.1
- e. Prior to loan closing, DCA conducts a pre-construction conference to discuss all of the required federal labor standards, issue wage decisions, provide information on Section 3 reporting requirements, provide information on MBE/WBE reporting requirements, and to provide Labor Standards and

OSHA safety standards posters. Owners and contractors are also notified that compliance staff will visit the site to ensure compliance.

- f. Affirmative Fair Housing Marketing Plan: All applicants seeking Permanent Supportive Housing Program funding must develop and submit to DCA a written affirmative marketing plan. Using a form provided by DCA, the applicant is required to document its Plan and assemble related documentation. Once the Plan has been approved by DCA, the applicant must keep the Plan on the central office premises, along with a copy of the federal and state Fair Housing Act, both of which must be available for review by the general public. Applicants are notified by phone or mail of deficiencies and are given a reasonable time to make corrections.
- g. Subsidy Layering: Before committing HOME funds to a project, DCA will review the sources/uses of funds statement, commitment letters, partnership agreements, formal application, pro forma, plans, specifications cost estimates and any other documentation submitted by the applicant that DCA deems pertinent. A review is conducted to ensure that the appropriate level of HOME and DCA funding levels are not exceeded. A detailed Loan Memorandum and Financial Analysis is prepared that accounts for each required review document. Once the review has been completed, an evaluation form shall be documented and placed in the project file.
- h. Rent and Occupancy Requirements: The HOME program establishes rent and occupancy requirements for all units assisted with HOME funds. The HOME program requires that each building in a HOME-assisted project contain housing that meets the applicable HOME rent and occupancy requirements throughout the affordability period. Applicants are provided detailed information on income eligibility and determining the maximum rent that can be charged to a tenant for HOME-assisted units. During application review, DCA will verify that rents submitted do not exceed the maximum rent limits and that the applicant has included provisions in the application regarding the potential tenant's income. Incorrect rent amounts will be adjusted by DCA and the actual project rent limits will be written into the Land Use Restriction Agreement, which will be recorded at the closing of the HOME loan. At the time of lease up, DCA will verify that units were rented to income eligible tenants.
- i. Fair Housing, Equal Opportunity and Accessibility Laws: HOME recipients must comply with any and all federal, state and local laws relating to fair housing and equal opportunity, including but not limited to those listed below:
  - Minority Business Enterprise Executive Orders 11625, 12432, and 12138
  - The Federal Fair Housing Act (42 U.S.C. §3601 et seq. (1968))
  - The Georgia Fair Housing Act (O.C.G.A. §8-3-200 et seq., (1992 Supp.))
  - Age Discrimination Act of 1975 (42 U.S.C. §6101 et seq.)
  - Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. §794)
  - Americans with Disabilities Act of 1990 (ADA) (42 U.S.C. §12116 et seq.)



Section 3 of the Housing and Urban Development Act of 1968 (12 U.S.C. §171U et seq.)  
Executive Order 11063  
Title VI Civil Rights Act - 1964 (42 U.S.C. 2000d)

DCA staff reviews each project for compliance with each of these statutes. Each project is reviewed both during the planning stage and during construction to ensure that all applicable accessibility requirements are met.

### **EMERGENCY SHELTER GRANT (ESG)**

The State monitors Grantee participation in the ESG program to ensure compliance with program regulations promulgated by HUD at 24CFR part 576 for ESG programs designed to benefit homeless persons. In addition, ESG grantees are monitored to ensure compliance with the Homeless Management Information Systems Policy and the Housing Support Standards. Effective oversight and monitoring is an important function of the State. Each year, randomly selected participating providers are monitored. Among other items, the monitoring visit reviews such areas as financial record systems, program benefits, and other program rules. The State also provides written certifications to HUD regarding compliance of each project with appropriate environmental regulations, and all grantees must conform to the HUD rule for verifying homelessness.

In addition, program monitoring of the ESG Program includes on-site visits to each Grantee once every three years or more often as deemed necessary by the State based on application, reimbursement or reporting submissions. Grantees receiving an allocation for the first time must be monitored with an on-site visit before funds are drawn for current contract year. Grantees are notified in advance of all on-site monitoring visits, but DCA personnel may not be ‘steered’ by subgrantees in random sampling of case files, etc. After each monitoring visit is complete, DCA sends each Grantee correspondence documenting findings and/or concerns, project accomplishments, areas of deficiencies and technical assistance needs, which are highlighted in the report and serves to confirm issues discussed during the on-site monitoring review process and to give grantees notice of deficient areas requiring attention. A grantee’s noncompliance in the reimbursement, desk audit, and/or reporting processes can also trigger a monitoring visit by DCA.

### **HOUSING OPPORTUNITIES FOR PERSONS WITH AIDS (HOPWA)**

DCA monitors the Grantee’s participation in the Program to ensure compliance with program regulations promulgated by HUD at 24 CFR, Part 574 for HOPWA programs designed to benefit persons with HIV related needs. Effective oversight and monitoring recipients is an important function of DCA.

Efforts connected with HOPWA continue to be strengthening existing programs through, in part, diversification of housing programs within sponsor agencies, and renewed and targeted monitoring efforts. Grantees receiving HOPWA funding, will receive an on-site monitoring visit each contract year. After each monitoring visit is complete, DCA will send each HOPWA Grantee correspondence documenting findings and/or concerns, project accomplishments, areas of deficiencies and technical assistance needs, which are highlighted in the report and serves to confirm issues discussed during the on-site monitoring review process and to give grantees notice of deficient areas requiring attention.

DCA relies upon thorough application review and reimbursement of funds expended in lieu of advancing funds. Desk audits are often performed at DCA to test compliance. On-site monitoring, therefore, is largely limited to eligibility of beneficiaries and a comparison of program records with the programmatic claims of the applicant.

### **LOW-INCOME HOUSING TAX CREDITS**

Once a tax credit allocation is received, the State monitors the recipient's compliance with federal and state regulations and procedures. Representatives of each rental project receiving a tax credit allocation must annually participate in or submit the following items:

- Compliance Training Seminar: Prior to the first building placed in service or prior to receiving the first certificate of occupancy, whichever is earlier, the owner and the authorized representative(s) of the property management team must successfully complete a DCA compliance training seminar. Throughout the period of affordability or the compliance period (whichever is longer) at least one management representative at the property must have successfully completed the Certification Training. Ultimately, all compliance is the Owner's responsibility. Those responsibilities include but are not limited to the following areas:
  - Federal and state regulations to determine eligibility of low-income tenants;
  - Documentation of specific information necessary in tenant applications for continued LIHTC program compliance;
  - Income limits;
  - Rent limits;
  - Income verifications;
  - Annual calculating income and assets;
  - Tenant income Certifications;
  - Tenant leases in compliance of federal and state regulations;
  - Annual Occupancy Status Reports;
  - Annual Owners Certifications;
  - Correction of noncompliance issues
  - Owner responsibilities to notify the State of changes in management or ownership and to comply with annual certification requirements prior to any change; and,
  - Record keeping requirements.

- Occupancy Status Reports: Starting on the date the building is placed in service. Occupancy Status Reports are due on an annual basis. If the compliance staff determines there are issues of noncompliance at the property monthly or quarterly reports may be required. Monthly lease up reports may also be required.
- Site Visit/Management Review: To ensure compliance with Section 42 of the Internal Revenue Code, DCA periodically schedules a site visit to inspect the conditions of the apartments, randomly select tenant files for review, and interview tenants. In particular, DCA verifies that all sources of tenant income are documented in accordance with DCA program guidelines and that tenant paid rents does not exceed the allowable limits.